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THE
CHARITY ORGANISATION
REVIEW

VOL. XLI (NEW SERIES)

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THE
CHARITY ORGANISATION
REVIEW

VOL. XLI (NEW SERIES)
JANUARY to JUNE 1917

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Editorial Notes.

THE War has brought interesting matter to the writer of the *Times* article on 'Our Legal Poor,' compared to the days when he had only a monotonous routine of Poor-Law administration to deal with, and diminutive percentages of increase and decrease to record. This year the decrease in all classes of paupers continues to be quite abnormal, the total decrease for England and Wales being 91,778. Perhaps the most curious change is that in the number of pauper lunatics, which, after rising in the first year of the War, fell in the second year to below what it was in 1914. This may be due to some administrative change not mentioned in the Report, otherwise it is difficult to account for. The disappearance of the vagrant is even more remarkable, some 4400 having abandoned the road since war broke out. It is suggested that they have been transformed into soldiers and munition workers; we have heard something of the difficulties they have given rise to in the first capacity, and it would be interesting to know how they are faring at the strenuous work of munition making.

* * *

Another effect of the War which may have lasting results has been the converting of many Poor-Law institutions into

military hospitals, asylums for refugees, and places of internment for prisoners of war. It is suggested that this may lead in the direction of a still greater diminution of Poor-Law institutional relief and the further amalgamation of Unions. Such amalgamated authorities, it is foreshadowed, would be under the authority not of the County Council, but of the 'Poor-Law Joint County Committee,' and would be accompanied by an increased classification 'by institutions' instead of 'in institutions.' If this last happy change is brought about, it would seem that a European war is a more effective instrument for reforming Poor-Law administration than a Royal Commission. It may even result in the removal of all the children from the workhouses.

* * *

Another interesting development noted in the article is that of the 'College of Nursing,' which seems to aim at a position analogous to that of the Royal College of Physicians. Its objects include that registration of nurses which has given rise to so much controversy in the nursing world, as well as the promotion of the better education and training of nurses. No doubt the movement has received an impetus from the enormous demands made upon nursing during the War. Many women are doing the work of nurses—and rendering excellent service—whose training falls far short of that required in ordinary times, and there may well be some fear lest the standard of professional efficiency should be permanently lowered. It is unfortunate for the new College that it should have formulated conditions of recognised training such as to antagonise the Poor-Law authorities, especially as the Poor-Law system is said to supply 75 per cent. of the trained nurses of the country. The writer of the *Times* article suggests that the whole movement points to the formation of a scheme to establish State hospitals.

* * *

A correspondent has sent us a memoir of Captain E. V. D. Birchall, D.S.O., who will be known to some of our readers through his work in connection with the Guilds of Help and Labour Exchanges. He died on August 10 of wounds received near Pozières, and the letters from his brother officers bear

witness to his splendid gallantry. The days are long past when it could be said that philanthropic work was only undertaken by men who were not much good at anything else; and it is good to be reminded once more how some of our finest and bravest spirits are amongst those whose lives have been devoted to the cause of social improvement.

* * *

We have received a summary of the results of an inquiry into an operation of the State Board of Charities of New York, which seems to show grave defects at least in its methods. The Board, which is composed of volunteer members, has preferred, in dealing with charitable institutions, to trust to persuasion to the almost complete neglect of compulsion or publicity, with the result that its recommendations have been neglected, and abuses allowed to flourish in the institutions under its supervision. 'It is not the habit of the Board to take aggressive action in following out its recommendations.' The question has become prominent more especially in respect to 'child-caring institutions,' which have been inspected by the Board for twenty years, and of which it is said that in seven at least out of twenty-four the condition was 'little less than public scandal and disgrace.' Vermin, antiquated punishments, overwork, underfeeding, and absence of proper training are some of the evils which have been allowed to go on under the policy of 'patient persuasion,' with the result that an inquiry was instituted by the Department of Public Charities of New York City.

* * *

Other instances of the Board's failure in 'driving power' are found in its failure to carry out plans for new institutions. In 1907 an institution to relieve the serious overcrowding of the insane was authorised, in 1909 a site was selected, in 1910 a railway spur was built to it, and expenditure authorised for the erection of a hospital for 2000 patients. In 1916 the project was abandoned. Again, in 1907 it was determined to institute a colony for the feeble-minded, and a site was purchased sufficient for 3000 inmates. After nine years provision is made for only 300 persons out of the 20,000 needing it. Other no less striking instances are given, and it is said

that New York State is steadily falling behind other States in such matters. The State Board of Charities has done much excellent work in the past, and for the sake of the prestige of voluntary workers we wish that some good explanation might be forthcoming of its apparent remissness.

* * *

MSS. intended for publication should reach the Editor before the end of the month.

Child Mortality.

THE fact of the excessive Child Mortality which exists in this country and in all other countries has at last come to occupy a prominent place in the minds of the community, and efforts are being made to alter it. It is, therefore, only to be expected that this Society should lend a helping hand and should seriously consider the attitude it will take towards the many problems connected with it.

I daresay you will be glad to be spared figures, but I must just remind you of the essential facts. The death-rate of infants—i.e. children under one year—was in 1914 105 per thousand births for the whole country, and it varies from about 60 to over 200 in different places. Further, of every thousand children born, about 200—one in five—fail to reach the age of five years. The next essential fact is that this huge loss of lives—over 100,000 a year—is very largely unnecessary and very largely preventable. Put these two facts together and you have a situation which rouses every well-wisher to the community to thoughts of instant action.

The proof of the preventable character of this loss is to be found in the Registrar General's returns. The rate varies from place to place and differs widely in different classes of the community. It is highest in the large towns, lowest in the country: the rate for the 145 large towns being 114, for the rural districts 93. It is lowest among the educated and the well-to-do, highest among the ill-educated and the casual poor. And the preventable character of the loss is specially borne out by the difference between adjacent towns and adjacent districts in the same town. The rural districts of

the South had in 1911 a death-rate of 60, the Northern industrial towns 113. The neighbouring Lancashire towns of Burnley and Nelson show a difference of 60 per cent. Colne, in Lancashire, has a rate of 240 for one ward and 60 for another; the Putney division of Wandsworth 145, the Streatham division 99, and so on.

The prelude to any effective action must be a knowledge of the causes, and on a hasty glance one might jump to the conclusion that poverty alone was the prevailing cause. A moment's consideration, however, will show that cannot be so, for it will not explain why the well-to-do industrial worker of the North has a death-rate nearly double that of the lowly-paid agricultural labourer of the South.

No, it is not poverty, but the conditions usually associated with the term 'poverty,' which are the main causes.

Indifference I should be inclined to place first, while ignorance runs it close for the second place. Overcrowding, bad housing, lax administration of the sanitary laws, drink, low wages, employment of women, improvident marriages, low ideals of family life, and many others play a part. In a word, a low level of civilisation. The causes indeed are just those things which it is the daily business of our Society to wage war against, and the removal of this blot upon our civilisation will be coincident with the raising of the level of the whole people, with the amelioration of our common life.

Character is, of course, by far the most potent controlling force, but we must remember that the successful rearing of children in the slums requires a far higher level of character than in the well-to-do houses of the West.

Meantime, while we do not relax our efforts in all directions, what part of this problem is most amenable to direct attack? The Medical Officer to the Education Board sums up the situation in paragraph 55 of his report. 'After giving due weight to all and any influences contributing to the production of infant mortality, it is impossible to arrive at any other conclusion than that to which emphasis was given in my report last year—namely, that the principal operating influence is the ignorance of the mother, and the remedy is the education of the mother.'

I do not wholly agree with him in his analysis of causes,

but I do emphatically agree that the ignorance of the mother is a principal factor, and is also the one most amenable to direct attack. And in combating this we shall inevitably combat indifference by creating a higher standard of Mothercraft and a more exacting and better informed public opinion in relation to the child.

The result of this conviction has been the inauguration of all the work for Infant Welfare which has sprung up in the last few years. With perhaps fairly numerous exceptions, the pioneers of the work have proposed as their sole aim the attainment of the welfare of the child by the education of the mother in Mothercraft. That such education is both desirable and necessary, theoretical considerations and practical experience alike demonstrate. The woman who is a mother for the first time has no intuitive knowledge of the needs of her infant, and must and does depend on the advice and assistance of those more experienced. I do not know, but it may be, that in the past our greater grandmothers were successful in instilling some knowledge into their daughters, but certain it is that at present in industrialised England the average mother is woefully ignorant. Moreover, the traditional knowledge of the existing grandmother is more often than not traditional ignorance and traditional superstition, and it is all too often a fact of experience in this work that the baby's grandmother is the chief difficulty with which we have to contend. That is only to be expected. The scientific study of infant rearing is of quite recent growth. It is a complicated and difficult subject, and the field of ignorance is still much larger than the field of knowledge. But much has been learnt, and some of this knowledge conflicts violently with the superstitious and ignorant deductions of the mother of experience of the last generation. Hence a clash. But that will pass. Education is in the air, and the mother of to-day who is being subjected to this increasing stream of educating influences will be the grandmother and the public opinion of the babies of to-morrow.

The early efforts were started under the name of Schools for Mothers or Infant Consultations—for the two names denote the same thing and the names have persisted. These efforts were entirely voluntarily supported, and were, and continue to be, amazingly successful. Not only were they individually successful, but the movement has spread rapidly, as the

Directory published by the Association of Infant Welfare and Maternity Centres will show you. I am inclined to think that this voluntary effort might quite easily have covered the whole field: the need is so obvious and the results so convincingly real. But I may be wrong, and it might have happened that the ground would have been only partially covered without the intervention of the State. Be that as it may, this intervention or interference has happened. I think I am justified in calling it 'interference,' because I never heard any demand for the Government grants in aid, which was the form the interference took. He who pays the piper, however, calls the tune. I think I am justified also in saying that however much that interference may have been dictated by a laudable desire to benefit the community, some part of the will was due to the less laudable desire on the part of a Government department to have the credit of furthering a movement which was correctly seen to be distinctly popular. There is no other explanation of the competition which took place between two Government departments—the Local Government Board and the Education Board. In the end a compromise was arrived at, and grants in aid of Schools for Mothers can now be obtained from either of these two Boards. The difference is that whereas the Education Board will be or is allowed to assist only what is regarded as purely educational work, the Local Government Board gives grants in aid of what it calls Maternity Centres, at which advice and treatment are given gratuitously to both expectant and actual mothers and their children. Further, the Local Government Board has a great hankering after bureaucratic control. It is willing and indeed required to assist voluntary institutions, always provided it approves of them, but quite obviously it would prefer to assist institutions provided by the local Sanitary Authority or the County Council, and it is keenly anxious that all and every voluntary institution should be more or less under the control of the local authority.

It has not yet been made incumbent for every Sanitary Authority to make provision of Maternity Centres and so forth, but the Local Government Board is using pressure, and I have no doubt that, if many local authorities prove recalcitrant, an effort will be made to make the Act compulsory.

It is well you should note what the powers of the authority in this respect are. They may provide and equip a Maternity Centre where advice and treatment is given to mothers and children and pay for the doctor who attends the Centre. They may provide and pay for midwives and maternity nurses to attend necessitous women. They may pay for a doctor to attend the confinement of a necessitous mother. They may give grants to voluntary hospitals to secure beds for the treatment of women whose labours are expected to be difficult or who are suffering from illness due to childbirth. These things are all outside the Poor-Law provision for the destitute, and they appear to me to be new both in principle and practice.

Now I don't want to minimise the material good which may result from these things. Undoubtedly there are many women who are not receiving adequate care in childbirth, and there is undoubtedly a most lamentable lack of proper care of the developing child. But I do very strongly object to this chaotic and piecemeal legislation, and I am suspicious of legislation by departmental orders. You will, I am sure, be glad to hear that, after a considerable amount of to and froing, the controversy as to the provision of material assistance was settled in the negative. Possibly the Treasury proved to be the stumbling-block, and if that was so we may have the question revived again when war finance is less pressing. When the grants were first available the Education Board's grant might be used to pay part of the cost of supplying milk to babies, and the grants of the Local Government Board might be used to supply milk for babies and dinners to nursing and expectant mothers. That is so no longer, and no part of the grants may be used to provide food. The Local Government Board grant may be used to cover cost of medicines and cod-liver oil, etc., but the last Memorandum on the subject deprecates any large expenditure on this head.

Having given you a brief account of the inauguration of this work, I had better, as briefly as possible, describe the work itself and the special problems which are matters of more or less controversy.

An Infant Consultation Centre is a place to which mothers are encouraged to bring their infants to receive advice on management and feeding. The babies are seen by a medical man or woman, assisted by a superintendent, who is usually

a trained nurse, and by volunteer helpers. The attendances are usually weekly, and the babies are weighed regularly. The mothers are instructed both collectively and individually in details of infant rearing, and at most centres classes are held in cooking, dressmaking, home nursing, domestic economy, and so forth. At most centres children suffering from any definite illness are referred to private practitioners or hospitals. It may be a distinction without a difference. The regulation of the diet of a child who is suffering from malnutrition is, of course, medical treatment, but in practice the distinction is fairly easy. The object of the School for Mothers is education and prevention, and these objects are obscured if the mothers come to look upon the Centre as a place for the treatment of sick children. In addition to the attendances at the Centre, the mothers are visited in their homes by the nurse superintendent and volunteer visitors acting under her. This is a part of the work which I regard as of very great importance, as many things can only be attained by an actual visit to the home.

Co-operation with the local sanitary authority and with the official health visitor is of great assistance, and is expected by the Government departments. The Notification of Births Act leads to the discovery of the young mother, and the Health Visitors who see all the cases urge the mothers to bring their children to the consultations.

The question of material assistance to the mothers and children attending the centres has been, and continues to be, a controversial point. Some Schools for Mothers have been, and still are being, started with the avowed object of giving dinners to nursing mothers, and you have all seen letters and advertisements in the papers making highly sentimental appeals for this purpose. To me there is something monstrous in the suggestion. If the condition of the poorer people in this country is so appalling that a large proportion of the nursing mothers require to be fed by charity, then the sooner we get beaten by the Germans the better. But even if the need did exist, the method of meeting it is as fatuous and wrong-headed as one could well conceive. You propose to meet the difficulty of the family income being inadequate to the support of that family by asking the mother to leave her

home and children to get a daily dinner for six days in the week for six weeks or so, and you expect to reduce infantile mortality by that means. It is a scheme which was born in the armchair of the ignorant.

Of course, the facts are quite otherwise. More babies die of too much food than too little and still more of the wrong kind of food, and inability to pay for nourishing food for the mother is not by a very long way the chief cause of failure to suckle or of malnutrition in the breast-fed child. In my own experience in one of the poorest districts of London I have been struck by the smallness of the numbers of these infants whose failure to make good progress could be put down to inability to provide enough food. But I do not want to spoil my case by insisting too strongly on that side. Of course, there are cases where material assistance is needed and there are cases where nourishment is inadequate because the husband is out of work or too much money is spent in the public house. And I feel sure that want of means is a real cause of poor development, more especially after the first twelve months. It acts in many ways. It tells on the whole environment, limits house room, limits the amount of nourishing food which the growing child needs, makes difficult the attention which the child of the well-to-do receives. My point is that feeding the mother is a stupid and wholly inadequate way of dealing with the situation. The father must remain responsible for the needs of his family, and permanent improvement can only come through an increased sense of responsibility on his part and an increased capacity to meet these needs by higher wages. Meanwhile, the cases occurring at an infant centre which appear to require material assistance ought, it seems to me, to be dealt with by some other agency altogether and dealt with from the point of view of the family and as a whole. That does not need to be said to you, and I hope that the development of Infant Welfare work will mean an increase in the number of cases sent to our District Offices.

In addition to the Infant Consultation Centre, Infant Clinics for the treatment of sick infants are being started by voluntary effort, and the Maternity Centres of the Local Government Board are intended to be such clinics. The

establishment of these institutions is a question on which, I think, this Society should have an opinion, and I should rejoice if this afternoon should help us all, myself included, to arrive at some conclusion. It is, I think, intimately bound up with the larger question of medical attendance on the poorer classes, but I will try to put the arguments for and against as fairly as possible. The first point is that medical attendance on the children of the poor is inadequate and unsatisfactory, and the clinic is intended to meet that need. Medical officers of Infant Consultations often find conditions which require definite treatment, and they feel it would be simpler and more satisfactory to combine the two needs in one. The Infant Clinic would be practically identical with the out-patient department of a hospital, but being established for the special purpose would give more attention to the cases and to minor ailments. As the numbers would be smaller—I doubt this—the mothers would not have so long to wait. As compared with treatment by the private doctor, the clinic treatment would be in the hands of persons who were presumably experts. Treatment by a private doctor is unsatisfactory because the parents cannot afford it, and either neglect to obtain treatment altogether or cease treatment before the condition is cured. A visit by the doctor is too expensive, and at the best the child is taken to the doctor's surgery.

As against this, the only proper place for a child to be treated is his own home; acute illnesses have to be so treated unless sent to a hospital, and it is absurd to treat one ailment in one place and another elsewhere. The only efficient person for the treatment of a child is the person who knows the home and attends the child there. Medical treatment does not consist in the administration of a bottle of medicine. Three-fourths of treatment lie in the alteration and modification of the conditions, sometimes of the whole environment, to suit the case. The Infant Clinic is another departure from the true ideal that every man, or rather every family, should be economically independent, and as such, or until it can be fitted into an ordered and rational scheme, it stands condemned.

The whole question of the medical attendance of the less well-to-do portion of the population is in urgent need of some

clear thinking. I am sure you will agree that the present position is chaotic. Attendance in London, at least on the poorer people, by private doctors is profoundly unsatisfactory, and the Insurance Act, except in isolated instances, has not greatly improved matters. In addition to the private doctor, the mother may be attended before and after childbirth by the Maternity Centre doctor. Thereafter she may bring her child to an Infant Consultation to receive advice till it is five years old, having recourse to the private doctor or the Poor-Law or a voluntary hospital in any case of acute illness. When the child is five years old it passes under the Education Board Medical Inspector, and if defects are found may be attended for some only of these defects at a Children's Clinic or at a voluntary hospital, being paid for by the school authority. If, however, it develops tuberculosis it will pass under the tuberculosis officer and be at the charge of the local authority once more. As it becomes a wage earner, it will have a further change and pass, along with its father, under the care of the panel doctor, while its mother and its non-wage-earning brothers and sisters seek refuge with the private doctor or journey to the out-patients' departments of hospitals.

Some of you may be inclined to say, What has this to do with Infant Welfare? I would reply, It is the essence of the situation. Children's Clinics, Infant Consultations, Maternity Treatment Centres are all at bottom wrong. They are symptoms of a condition which ought not to exist. I do not say which ought never to have existed, because I believe that in part at least this wrong condition is a most hopeful sign. Medicine has advanced to an almost incredible extent in the last fifty years and so has the social conscience, and the present situation has arisen because the machinery has broken down, because the people whose eyes are opened are demanding, and rightly demanding, for the poor a standard of health and a standard of medical attention which is far in advance of what their own economic demands have hitherto secured to them. It is exactly the situation which would arise if a population of rice eaters whose wages were calculated on that basis were suddenly required to live on butcher meat.

What the satisfactory solution is I, of course, do not know, and I can only see three possible alternatives. One is to trust

to the development of the private doctor and to a rise in wages which would make it possible for everyone to employ him adequately. The second is a universal State-insurance system covering, not only all the wage-earners, but all the population. The third, and I am not sure that my second and third are not two sides of the same solution, is a State-paid medical service available for everybody.

I am quite sure that neither the second nor third, though we seem to be tending that way, would be really satisfactory, and the first requires the one thing in which the political reformer is lacking—immense patience and a serene conviction that in the long last it would be the best.

There is no time to discuss these things now, but they are questions which the Society might do well to consider again.

Meanwhile, whatever the future holds in store, I hope you will agree with me that Infant Welfare work is urgently needed, and that we shall do well to assist it by every means in our power.

A. CHARLES E. GRAY.

Cost of Living of Women Social Workers in London.

THE particulars supplied here are the results of inquiries made by a representative committee of experienced women social workers. They have been carefully scrutinised. They were collected in September and October 1916, the beginning of the third year of the Great War, when the Board of Trade was putting the rise in the cost of provisions at 55 per cent. since July 1914. Where not otherwise stated the figures may be taken to be those of the autumn of 1916. The inquiry was prompted by several considerations, among them a movement, set on foot even before the War, for improving the stipends of women Churchworkers, agitations in different branches of social work for war bonuses, and the prevalence of vague and very conflicting statements about the possibility or otherwise of living on a salary of £100 a year. This was frequently said to be an impossibly low salary by people who themselves were parties to paying stipends of £50 and £60 a year to their own staff. To put the problem upon a logical

and accurate basis it was obviously necessary to ascertain what the workers drawing these very unequal salaries did with their money, and what, if any, were the special disabilities of those on the lower scales.

It is hoped that the information here collected may not be without use to girls about to take up social work in London, and to those who have occasion to give them advice as to ways and means.

More than one of the writers quoted in this article refer to the 'class' element in the problem. The committee found it difficult to disentangle in items of expenditure the proportion spent in order to keep up 'position' and that spent in order to gain more tangible benefits. Does a worker live in Chelsea, paying a higher rent and a considerable fare to reach her work daily (not to mention the fatigue!), simply because Chelsea is a more genteel 'address' than Clapton, Camberwell, or Canning Town, or is it because her friends, her dressmakers, and her outfitters are to be found in that part of London? The committee came to the conclusion that the tangible benefits weighed far more heavily with the workers than social ambition. One of the contributors (*q.v.*) emphasises the greater difficulty a lady has in living at a low rate of expenditure than, say, a shop assistant. She points out that to be brought up in a well-to-do home is not a helpful preparation for the business of securing comfort at a reasonable figure. A girl so brought up is accustomed to plenty of space available in which to receive friends and other callers. Occupants of houses like her own home do not take paying guests. The people who do, and they are exceedingly numerous, besides being competent and kindly hostesses, are accustomed to premises the size of which does not afford this convenience. The educated worker feels this to be a handicap both in her work and social life. She does not easily become simply another daughter of the family, which is what the girl otherwise brought up does with ease and comfort to herself. Hence the demand on the part of the social worker for settlements, hostels, flats, etc., in fact any arrangement but the 'paying guest' or boarder.

Except for the memorandum (*q.v.*) on a writer's own experience and that of her friends during twenty-five years

which seemed too valuable to admit of its being broken up, the material is grouped roughly according to income, taking the lowest first.

CHURCH AND MISSION WORKERS.

A paid Church worker of great experience who was asked specially to indicate how sickness was dealt with out of a small salary contributes the following:—

All kinds of dress, including shoes, £7 a year (before the War £6). I ought perhaps to tell you that this is barest necessity only, no 'private' dress; also that I don't know what other workers' cost of dress is, except that a short time ago a trained nurse (Queen's Jubilee, I think) was talking to me, and said her stipend was £30 a year, with board and lodging, and that £10 out of that she had to spend on dress, and that she considered insufficient, so perhaps mine is scarcely a fair average. Room, attendance, and full board 22s. a week (before the War 16s.), with only one principal meal a day 13s., and with one meal and only slight attendance 12s. With no attendance at all and one meal 11s. 10d., and with no attendance and no food 6s. to 8s. for the room alone. Before the War the charges were 2s. less for the room and one meal.

The above rooms are of course furnished; a nice large furnished room in a decent neighbourhood is 8s. I know a worker, we will call her Miss B., living in such at the present time. She had six rooms in about six months, and all the other houses in which she lived were impossible, and then the Vicar added 3s. a week to her stipend that she might live where she is now, and although of course there is in no sense 'luxury,' she is quite comfortable.

I know another worker (may we call her A.?) who lived in a *very* small furnished room in a rather slum neighbourhood, for which she paid 5s. Another worker, B., who once lived in a likewise very small back attic for which she paid 4s., but she could only do it for a very short time. A. before the War, and for a few weeks, also lived in a house where she had room, attendance, and full board for 14s. weekly, but the room was very tiny, not enough fire (it was in the depth of winter), and as little attendance as possible, and it was impossible to have a visitor at all.

C. had *two* rooms unfurnished, for which she paid 6s. 6d., in a small house and poor neighbourhood. She found her own food and paid her landlady 1s. a week for cooking her principal meal each day but one. She did her own housework. She had £60 a year stipend, and told me that she *couldn't* have managed without financial help from her brother.

D. has two furnished rooms, full attendance, gas and coal, etc., finds her own food and dress. I don't know what her stipend is now, but she told me a short time (about three months) ago that she had worked it out, and reckoned it was equivalent to £90 if she had to provide everything herself. Ten years ago the same worker lived on £46 a year. But you see *she could not go on*—that is the point.

E., another worker, before the War paid 12s. 6d. a week for a tiny bedroom and board with landlady. In addition she had to pay for her washing, and often bought some food as well, and of course there were her dress expenses. She only had a stipend of £46, and would have found it impossible but for the help from her parents at home in the country and an aunt in town. Also her landlady (a single woman) told me she was a little at a loss by it, but was willing that it should be so for the sake of the companionship.

The difficulties of no attendance in a furnished room are great. There is usually no convenience for cooking in the way of stove (oven, etc.), and no utensils, no convenience for washing up, no brooms, brushes, etc., for cleaning. A furnished room with no attendance is *almost* an impossibility.

If you can provide furniture and have an unfurnished room or rooms then you are quite 'on your own,' and can arrange your necessities according to your stipend, and if that is very small can just go without what you cannot afford in the way of food or anything else. If you have no attendance and do everything for yourself, it means no rest—working every moment almost that you are indoors. I once lived at the top of a large house, and had to carry every drop of water up three long flights of stairs, and it all (bath, etc.) had to be taken down almost as far again. Coals also had to be carried up the same distance. And a worker in a busy London parish has no time to do her own cooking.

The special difficulties of living in a flat are similar to those of the unfurnished room, only a flat would be better, because you would have the advantage of convenience for cooking, water, etc., on the spot, and the joy of entire privacy. If you had a charwoman in to keep the flat clean and do a little cooking each day she would want quite 4s. a week. If you had an unfurnished room and provided your own food as well as furniture, but had full attendance, the usual charge of a landlady is, I believe, 2s. 6d. a week. You also ask me what happens in the case of sickness. As far as I know from the experience of others very few landladies *would* give attendance then unless very kind-hearted. I think you are supposed to 'go home' if you are ill, and if you haven't a home then into a hospital. Except in the case of G. who was laid up for a fortnight a short time ago, and her landlady was very kind and attended to her, and answered the door for her visitors. I don't know what was the cost. I rather fancy the vicar made himself responsible for that. My own experience was, when I was taken ill whilst living in unfurnished rooms with slight attendance, the landlady simply wouldn't do anything, even could I have paid her any amount. After two days a friend took me in a cab to her own home and nursed me there for two months. But for the two days I paid a woman in the parish, I think, 5s. to attend to me a little. I haven't said anything about the laundry expense. That averages about 2s. a week.

Sister — (Church Army Sister).

Sister — is living on £1 a week, and thinks it sufficient. She does feel the rise in prices, but does not consider that her health is being impaired by the sacrifices she has had to make. She has no time for her own cooking, and so has to go to the Church House for her dinner (1s. a day). Latterly she can only have dinners five days a week. She also often has to get her tea at a local Lyons or A.B.C., costing her about 7d. She has only a light supper, and for breakfast can only have meat or fish two or three times a week. She is entitled to two weeks' holiday a year, but is generally given a month. This she pays for as she has no friends who can keep her. She has to buy her own uniform, which she always wears except during her holidays. She very rarely has a fire,

as she says she is hardly ever in, and is always in a hurry and so warm. She does her own washing, wearing celluloid collars and cuffs, and starches her own bonnet bows. She pays about 6d. a week for having her grate and outside threshold cleaned.

Her expenses appear to be: Rent of one room 3s. 6d., food 11s., lighting 1s., insurance, washing and cleaning 1s., total 16s. 6d., leaving 3s. 6d. a week for extras.

She has a little mission room next to her own for which the Church pays. Her own little room is beautifully kept, and she herself is most immaculately fresh and clean.

Mrs. — (a former Church Worker)

Considers that no social worker should be asked to live on less than 30s. a week. She thinks she should have *two* rooms to live in, especially if she is to have classes in her room. She does not think that the average Church worker has time to do her own cooking, and she is strongly against their living in Church Houses, as she thinks the influence and atmosphere there is narrowing unless there is a most exceptional head. She would recommend two Church workers to live together, if possible. She thinks that all Church workers should wear uniform. In Shoreditch or Whitechapel, which neighbourhoods she knows very well, she considers the expenses would be (at the present time, October 1916): Rooms (two) 7s., attendance and cooking 5s., food 8s., gas and coal 1s. 6d., total £1 1s. 6d., leaving 8s. 6d. per week for clothes, holidays, saving, etc. Mrs. — realises that many Church workers have to live on less, but considers that in the long run their work will probably suffer.

We have seven weekly budgets (autumn 1916) of Mission women drawing respectively 24s. (three), 23s. (one), and 22s. (three) weekly salary. Each rents one room, locality and rent as follows: Bermondsey 4s. 6d., Southwark 5s., Leyton 5s., Forest Gate 3s. 6d., Lambeth 4s. 6d., Stratford 4s., Brixton 5s. The budgets are: 16s. 2d., 23s., 17s. 11d., 17s. 7½d., 17s. 3d., 16s. 4d. (one item uncertain), 17s. 4d., covering rent, food, fuel, light, laundry, cleaning and cleaning materials, and, in four cases, 1s. for 'extras.' The arrangement in this organisation is to contract with the

landlady to supply 'dinner,' and this item appears in each budget, but at figures varying between 2s. and 5s. Here is one of the budgets: Rent 5s., dinners 2s. (three at 8d.), gas 9d., coal 10d., washing 1s. 3d., cleaning 6d., wood 2d., tea and sugar 1s., bread 4d., margarine, etc., 3½d., cheese 3½d., coffee 2½d., cocoa 1d., eggs 9d., bacon 8½d., fruit 1s., oatmeal 1½d., extras 1s., sundries for cleaning 4d., milk 1s., total 17s. 7½d. The expenditure on milk varies between 1s. 9d. and 3½d. To these items of expenditure must be added pension contributions 1s. 8d., insurance 3d., clothes, including shoes, average 3s. 8d., collections 1s., stamps, stationery, charity, fares, etc. The women also save towards 'out of uniform' clothing, outings, holidays, books, presents, and the like. Here are the board and lodging expenses of an *unpaid* parish worker: Rent of two unfurnished rooms (in Walworth) 6s. 6d., half-time attendance 8s., laundry 2s. 6d., food, dinners 5s. 10d., breakfasts 3s., suppers 3s., teas 1s. 6d., including fire for cooking, gas and candles 9d., soap and cleaning material 6d., total for the week £1 11s. 7d. This does not include fire in sitting-room in winter.

The weekly budget of a trained Mission worker earning 22s. a week is as follows: Two unfurnished rooms 5s. 6d., gas 8d., laundry 1s., clothes 2s. 6d., insurance, including provision for a pension 1s. 6d., postage and newspapers 6d., fares 1s. 2d., collection 1s. Food—Breakfast: Bacon or fish, bread, butter, tea. Midday dinner, with cut from landlady's joint. Tea: Bread, butter, cake, and tea. Supper: Bread, cheese, fruit, coffee—8s. 8d. Soap and odds and ends 1s. This does not include heating in winter. Some clothes are received as presents.

A girl who came up from the country to teach in an elementary school in Kennington in the late summer of 1916 arranged for full board with one of the teachers for 17s. 6d. per week (laundry extra).

The next scale of living is illustrated by the budget of a nurse with a salary of 32s. a week, in addition to uniform and pension premium: Rent 6s. 6d., gas 6d., coal and oil 10d., washing, soap, etc. 10d., charwoman 9d., household polishes, etc. 1d.—total 9s. 6d. Food: Bread 11½d., ¼ lb. butter 6d., ¼ lb. margarine 3d., meat 1s. 3d., milk 10½d.,

biscuits $3\frac{3}{4}d.$, sugar $5\frac{1}{4}d.$, fruit $4d.$, vegetables $6d.$, two eggs $5\frac{1}{2}d.$, cheese $3d.$, bacon (fat) $9d.$, suet or lard $2d.$, tea $3\frac{1}{4}d.$, cocoa $1d.$, cakes (two) $3d.$, jam $3d.$ cereals and flour $3d.$, Nestlé's milk $3d.$ —total $8s. 4\frac{3}{4}d.$ This is an unusually good manager, who prefers to do nearly all her own work.

Another nurse with a salary of $28s.$ a week spends only $5s.$ on rent, but $1s. 6d.$ on gas and $1s.$ on coal, twice as much on tea, viz. $7d.$, $1s. 5\frac{1}{2}d.$ on bread, and $5s. 3d.$ on dinners (these are prepared for them, while they look after their other meals for themselves). Another nurse on a salary of $30s.$, besides uniform and pension premiums, spent $17s.$ per week on board and lodging before the War, but $22s.$ now. She puts 'clothes, boots, etc.' at $5s. 6d.$ now, $4s.$ before the War.

A superintendent living in two rooms with a salary of $\pounds 105$ and uniform gives this summary of monthly expenditure in 1913:—

Housekeeping, $\pounds 1 14s.$; gas, $2s. 6d.$; laundry, $8s.$; rent and service, $\pounds 2 4s.$; total, $\pounds 4 8s.$ In 1916 the items were: Housekeeping, $\pounds 2 2s.$; gas, $4s.$; laundry, $10s.$; rent with reduced service, $\pounds 2 2s.$; total, $\pounds 4 18s.$ Dress, fares, stamps, offertories, and gifts are paid for out of what money is left over.

The following are two budgets of a nurse (living out) who had occasion to reduce her expenditure this year owing to reduction of income:—

Her weekly household expenses were as follows: Rent, $8s. 6d.$; coal and gas, $3s. 6d.$ (both these items are still the same); laundry, $2s. 6d.$, now $1s. 6d.$ (some garments washed at home); milk, $1s. 9d.$, now $2s. 1d.$; bread and flour, $1s. 6d.$, still the same; meat and fish, $3s.$, now $1s. 3d.$ with beans, peas, oats, &c.; bacon, $9d.$, now $7\frac{1}{2}d.$; cheese, $7d.$, now $10\frac{1}{2}d.$; three eggs $6d.$, now one egg $4d.$; margarine $1s.$, still the same; greengrocer, $2s.$, now $1s. 6d.$; tea, coffee, cereals, &c., $2s.$, now $1s. 6d.$, no sugar in beverages; soap, &c., $9d.$, still the same; charwoman, $2s. 6d.$, now $1s. 3d.$, shorter hours; first total, $\pounds 1 10s. 10\frac{1}{2}d.$; second total, $\pounds 1 6s. 3\frac{1}{2}d.$

Her personal expenditure was formerly $\pounds 11 16s. 9d.$ for the year, and she estimates it at $\pounds 4 5s. 2d.$ for the current one.

The expense is slightly lower of a worker in Camberwell, who lived as a paying guest on these terms: Board and lodging, including breakfast and dinner and four meals on Sundays, 20s. a week; bath, 6d. a day; washing, 2s. a week; total, 25s. 6d. a week.

The food provided was insufficient.

(To be continued.)

National Insurance and Other Matters.¹

VERY little information has been vouchsafed to a public too deeply interested in the War to trouble much about domestic matters as to the working of National Health Insurance. Sidelights, by no means always of a reassuring character, are occasionally thrown on the scheme by the complaints of doctors, chemists, approved societies, and sometimes—less articulately—of insured persons; but no official report as to the working, administration, and, above all, the financial position of the scheme has been issued for a very long period.

A good deal of useful information can, however, be gathered from the Report of the Committee of Public Accounts, whose duty it is to see that only such expenditure is incurred as is duly and properly sanctioned by Parliament. From a return included in this Report we learn that, exclusive of the contributions of employers and employed, the grants under the Act rose from some four millions in 1913-4 to about £5,600,000 in 1915-6, but sank again to £4,600,000 for 1916-7. Additional grants, as they are called, have, however, been made in each year since the Act came into operation, varying in amount from one to nearly three millions: the additional grant for 1916-7 is placed at £1,135,900. With regard to these grants, the Committee observe: 'It appears that most of these additional grants, which are outside the main framework of the Act of 1911, at first received no parliamentary sanction other than that of the Appropriation Act itself, but that as regards the financial year 1914-5 (with the accounts of which year the Committee are primarily con-

¹ First and Second Reports from the Committee of Public Accounts, together with the Proceedings of the Committee, Minutes of Evidence, and Appendices.

cerned) the grants are covered by the specific statutory sanction contained in Section 1 of the Amending Act of 1913. At the same time your Committee cannot but view with anxiety the results which may follow from the very wide powers given by that section of departing from the original contributory basis of the National Health Insurance scheme as embodied in the Act of 1911.'

The original basis of the Act was that the funds for providing benefits were to be derived from two sources in a fixed proportion: seven-ninths from the contributions of employers and employed and two-ninths from grants from the Exchequer. It is this proportion which has been so completely abandoned that there is nothing to prevent the additional grants ultimately exceeding the whole sum raised by contributions. Already there is a marked tendency when a deficit occurs, as in the case of the women's societies, to recommend an additional grant from the Treasury in place of the less easy and less popular method of reducing benefits or increasing contributions.

The Committee recommend a thorough investigation into the cost of administering the Act, and it is to be hoped this recommendation will be carried out as soon as possible. In deference to a nationalist sentiment carried to extremes, four separate Commissions were established to deal with the Act in the four countries of the United Kingdom, with the pleasing result that in England the cost is slightly under 6 per cent. of the total expenditure of the Commission; in Scotland 8 per cent.; in Wales nearly 11 per cent.; and in Ireland 16 per cent. This enormous percentage in Ireland is attributed to the fact that the Act was so unpopular there and so little understood that it was necessary to appoint almost as many officials to see that the people concerned stamped their cards as there were persons insured.

Some rather startling evidence has lately been given before the Committee appointed by the Faculty of Insurance, which is inquiring into the working of the Act at the House of Commons, by a chemist, who declared he made up an enormous number of quite useless prescriptions for panel doctors who were afraid of being surcharged if they prescribed the drugs really needed. Probably some of these harmless

prescriptions are given deliberately; the class of the community from which the panel patient is largely drawn has an extraordinary belief in the value of medicines. This particular chemist admitted he had seen a woman threaten to give a doctor a black eye for telling her she did not require any medicine; but it is probable that there is often some anxiety about recommending expensive drugs. On the other hand, it is clear that if no control at all is exercised over the prescriptions given, great extravagance is likely to result. An example of what happens was furnished to the Public Accounts Committee, to whom the tale was told of a doctor who was surcharged for ordering week by week sufficient of a certain preparation of malt to last eight weeks. Whether the patient drank the excess or whether his whole family shared the unexpected luxury together in a friendly spirit is unfortunately not stated.

Although this point has unhappily been omitted, the report of the Public Accounts Committee is a far more human document than is the usual Blue Book. It is interesting to see the pains and care with which the members follow up the various items of expenditure and do their utmost to maintain the historic control of the Commons over taxation and expenditure, which is always in danger of being whittled away. It is amusing to find Mr. Jowett, the Labour member, painfully distressed to discover that a Labour Exchange—obviously a most desirable institution—had such an unfavourable welcome in the city building in which it had established itself that it had not only to remove hastily to other premises but to pay damages for the injury it had done. The heartless official witness explained that the other tenants of the building took exception to the habits and manners of the persons who assembled in connection with the Exchange; and that the metalwork of the lavatories was stolen and other acts of damage committed, so that when the owners of the premises brought an action it was deemed advisable to settle it out of court and ‘silently steal away.’

Indeed, this particular Labour Exchange appears to have had quite an eventful history. It reappears later on in the evidence as the scene of a burglary. The burglars broke in—perhaps they were dissatisfied members of the unemployed—

put in a charge of some explosive, covered it over with pillows, and blew up the safe and got off and were never caught.

Some interesting particulars are given in the Report with regard to the working, or rather the defects in the working, of the Unemployment Insurance Scheme. Difficulties have arisen largely in connection with the plan for repaying to the trade unions a certain proportion of their unemployment expenditure. Owing frequently to unsatisfactory account-keeping by the Societies and very amateur management, claims have been made and paid by the Treasury in excess of what has since been certified by the auditors as correct, and the recovery of such excessive payments is likely in some cases to be difficult. The Treasury had already expressed its dissatisfaction with the system of claiming and accounting—a dissatisfaction which was fully endorsed by the Public Accounts Committee. The appointment of a Special Departmental Committee to go fully into the problem is promised. The present time is the more suitable for this inquiry as, owing to the practical disappearance of unemployment, grants of this character have been suspended by the Government from May 31, 1916, until the end of the War. As to the unemployment scheme in general, funds are accumulating, and were stated by one of the witnesses to amount in March 1916 to about six millions. Unemployment has sunk to a very low level, and very few payments are being made, so that a satisfactory reserve is being formed to meet what may possibly prove to be very heavy demands on the fund at the conclusion of the War.

The tremendously high pressure at which work in many directions has had to be done owing to the outbreak of the War is strikingly illustrated by the particulars given of the Woolwich Housing Scheme for the accommodation of workers at the Arsenal. It signified the erection of a new town of some 1300 houses for a population of between 6000 and 7000 persons, with roads, sewers, and other accessories. The work was carried out by contractors for a percentage payment, and the total cost is expected to exceed £700,000. The work was carried on night and day; and, if the cost was somewhat heavy, the speedy completion of the undertaking was certainly a remarkable feat. The 1300 houses were built

between February and December on an average of 5.4 cottages per day, taking a working day of ten hours, or a little over one cottage every two hours. There were four different classes of houses for different classes of artisans, all provided with gardens.

After the Committee had made careful examination into the expenditure of this huge sum, it was not above turning its attention to a trifle of £80 stated to be gathered in for 'sales of encroachments in Wales.' It appears that these are payments charged for small bits of land which owners frequently enclose from the wastes belonging to the Crown. Sir Henry Craik, as a good defender of commons and open spaces, was up in arms at once.

'Do you charge them a very high price when they have done this iniquitous thing?' he asked. The Crown, it appears, is lenient—it only charges about a quarter of the full value of the land; it was added that it was really in the public interest that these little holdings should be created on these vast areas of mountain land.

Another member of the Committee saw possibilities in this information.

'Do you mean,' he inquired, 'that if I went down there I could go and enclose ten acres now?' But the official witness was evidently dubious.

'You might try to do so,' he explained; 'but if it was against public feeling, you would probably find that there would be a great outcry.'

So most of us will have to abandon any idea of acquiring inexpensive estates out of the Crown lands in Wales.

Even Government Offices are human. We do not mean by that that anyone supposes them to be infallible; but it is generally imagined that their mistakes are due rather to excessive attachment to wholly inhuman methods, and that there is so much initialling and receipting and checking here and re-checking there that in the end the true object is lost sight of owing to the complexity of the means by which it is hoped to attain it. The idea that any document or voucher or order was ever *lost* by a Government Department—how could one dream of such a thing? It might lose—well, say, some thousand razors; but not the duly initialled document

showing that they were there. But the miracle has happened. The official witness declared it was unprecedented; and no doubt he was right. Probably it gave a greater shock to the Civil Service than the declaration of war.

The Chairman of the Committee was inquiring with due severity what had become of certain orders for payments entered in the Comptroller's Report as 'missing' or 'lost,' and received this delightful answer: 'I am only able to say that the messenger from the Paymaster's Office said that he had left them at the Treasury, and the Treasury messenger on the ground floor said that he delivered them upstairs into the Solicitor's Department; and they said they never had them.'

It is perfect; it might have happened in any household throughout the land. 'Which the grocer's boy, mum, said he left them with the cook and the cook said as she handed them over to me—but that she never did as sure as I stand here.' Exit indignant housemaid.

But we feel the Committee missed a great opportunity. They ought to have insisted on a verbatim report of the dialogue between the Paymaster's messenger and the Treasury messenger together with the remarks of the officials of the Solicitor's Department when they were looking through all the desks to find those orders.

C. OSBORN.

Work for Disabled Soldiers and Sailors.

It is difficult to ascertain what educational schemes of employment and other openings are available at the present moment for disabled soldiers and sailors.

The following particulars have been collected from a variety of sources. The writer hopes that this modest nucleus of information may induce those knowing of other schemes to forward concise details to the Editor of this Review, so that the list may be made as comprehensive as possible.

1. Official.—Committee No. 25 on Employment for Soldiers and Sailors Disabled in the Present War. Secretary, H. J. Comyns, Local Government Board, Whitehall.

2. Incorporated Soldiers' and Sailors' Help Society.—Secretary, Major Tudor Craig, 122 Brompton Road, London,

S.W. Many workshops for basketwork, chair-caning, toy and furniture making, repairing, &c., at London, Brookwood, Birmingham, Bradford, Brighton, Bisley, Colchester, Newcastle, Plymouth, Liverpool, Edinburgh, and Belfast, &c.

Accommodation in March 1916 for 950 to be increased to 2500-3000. Wages £1 per week, exclusive of State pension, wages rising according to skill.

3. Queen Mary Workshop for Disabled Soldiers, Royal Pavilion, Brighton.—Run on similar lines to Roehampton. (See No. 4.) Four sections for business training, carpentry, electrical engineering (including complete knowledge of light, bell and telephone plants, repairs, arc lamps, &c.), motor-car work, including repairs and driving.

4. Queen Mary's Convalescent Auxiliary Hospital, Roehampton.—Opened June 1915 with accommodation for 550. Men who have lost a limb sent here from hospital pending provision of artificial limb. Free tuition in shorthand, typing, bookkeeping, elementary mathematics, &c. Workshops for electricity, carpentering, engineering, and especially motor mechanism and driving. Trains till drivers fully qualified. Statistics to end of September 1916: Men placed in work by employment bureau, 818; men returned to own employment, 1309; men passed on for employment to Local Committees near their own homes, 1016; men passed through hospital to September 30, 1916, 3630.

5. St. Dunstan's, Regent's Park, London, N.W.—Hostel for blinded soldiers and sailors. Accommodation 130. Braille reading, writing, typing, shorthand, carpentering, mat-making, netting, boot-repairing, massage, poultry-keeping, telephoning.

6. Summerdown Hospital Camp, Eastbourne.—For convalescent non-commissioned Army officers and soldiers who are sent to the camp from all parts of England. They are gradually trained for active service again by light occupations, which include basket-work and embroidery. Patients who were basketmakers by trade before the war provide instruction free. Embroidery is taught by Eastbourne ladies. Accommodation for about 5000 men.

7. Northampton Polytechnic Institute, Clerkenwell, London, E.C.—Principal, Dr. Walmsley. Organised by the

Institution of Electrical Engineers and L.C.C. Free training as electricity sub-station attendants. Includes practical training. Up to October 1916 forty men admitted to courses, of whom twenty-five placed. Twenty more to commence course mid-October, available as probationers about mid-November.

8. Kitchener Fund.—Scholarships for soldiers and sailors (officers and men or their sons). Special qualifications needed. Training in languages, economics, and business principles, including a year abroad. (Note.—This scheme may not yet be in operation.)

9. Cordwainers' Training College, 42 Bethnal Green, London, E.C.—Started February 7, 1916. Training in highest-class handsewn bootmaking. Twenty-four men in two classes of twelve each already trained. First dozen complete their course in February 1917. Extension of scheme is dependent on receipt of sufficient funds. Government allowance supplemented by Soldiers' and Sailors' Help Society's grant, so that maintenance is provided during training.

10. Canadian Hospital, near Margate.—Work both for convalescents and disabled men while they are patients.

11. J. F. Kempson, Katrine, Sheringham.—Scheme for placing men in chemical works. This scheme outlines tuition for one-armed or one-legged men in occupations such as acid-making and chemicals, watching thermometers, and employment together with able-bodied workers in chemical trades.

12. Board of Agriculture and Fisheries offers discharged soldiers and sailors free agricultural training courses without deduction from disability pension, and including free maintenance. Twelve weeks' preliminary training at College of Agriculture and Horticulture at Holmes Chapel, Cheshire. Suitable trainees receive two courses further tuition. Apply to the Secretary of the Board.

13. Friends of the Poor. Secretary, Miss Colin, 40 Ebury Street, S.W.—Sends visitors to London hospitals, where they ascertain the capabilities of disabled soldiers for future work under changed conditions. When fit, suitable work is sought for, or if not well enough to work, the visitor arranges for care during convalescence when sent home. Up to November 2, 1916, 200 men had been looked after. Thirty-four had been trained for power-station work, eleven as motor-drivers, twenty or thirty sent to Somerset House.

F. S. WARBURG.

Reviews.

'PROSTITUTION IN EUROPE.'¹

MR. JOHN D. ROCKEFELLER, JUNIOR, in his Preface to this masterly treatise of 450 pages, states that the Bureau of which he is Chairman was the outcome of the work of the Special Grand Jury which investigated the White Slave Traffic in New York 1910. This volume forms the second of a series of four, of which the first, 'Commercialised Prostitution in New York City,' by Geo. G. Kneeland, has already appeared. It is the result of two years' study, the author having been selected as an expert in educational methods who could start on this work free from bias of any kind and indeed without previous knowledge of the subject.

The two following publications will be 'The European Police System' and 'Prostitution in the United States,' in which latter 'it is hoped that a programme, soundly based, may be suggested.'

Mr. Flexner is to be congratulated on the result of his research, which covers an enormous extent of ground in a carefully and clearly reasoned style. He visited no fewer than twenty-nine cities, including London, Liverpool, Birmingham, Manchester, Glasgow, and Edinburgh, in twelve different countries.

He is thus able to bring a vast amount of evidence to bear on each successive point of a complex theme, each of which, moreover, is lucidly developed on broad lines.

Undoubtedly the most startling part of the information he puts before us is the extent to which third parties are responsible for the continuance of this world evil.

We find that the causes of prostitution are only in part the outcome of the sex impulse as between two individuals. It is fostered to an extent hitherto unrealised as a horrible moneymaking trade, with all that appertains to a trade, such as the equivalents of window-dressing, advertising, and novelty seeking. There exist also regular travelling and exchange departments.

In most cities as many as 90 per cent. of the professionals

¹ *Prostitution in Europe*. By Abraham Flexner. Published January 1914 for the Bureau of Social Hygiene, New York. Obtainable from the Moral and Social Hygiene Association, 19 Tothill Street, S.W. Price 7s. 6d.

are declared by the police to support men. In Paris the proportion is given as 80 per cent. to 90 per cent., in London 90 per cent., Zurich over 93 per cent., Rotterdam 63 per cent., and so forth. Nowhere is the estimated figure less than 50 per cent.

Mr. Flexner indicates that the difficulty of dealing with such cases arises mainly from two causes: partly from the varying interest of the authorities (largely the police) and from the 'inherent reluctance of the woman to testify,' so that 'perhaps this vilest hanger-on is the most difficult to lay hold of.'

He points out that the proportion of convictions to arrest for various causes has risen as public opinion has developed, although the numbers are still almost negligible.

The most advanced legislation is in Great Britain, but Norway and Denmark possess modern codes as well.

This business aspect is very ably set forth at length, and proves definitely that demand and supply, fostered by interested third parties, is subject to much the same laws and artificial stimuli as apply to any ordinary trade commodity.

'Every effort in social and economic reform, education, and sanitation has tended to reduce the number of prostitutes, and so strengthen the resistance of those exposed to danger.'

Modern medical teaching opposes the view formerly held that indulgence is necessary to full masculine physical development. Education alone can combat this old belief. As regards the age at which sex-education should be given to the young and its extent, the author speaks with a much less certain voice, but from what he states of child-knowledge among the very poor, we consider a *prima facie* case for early teaching—if of the right sort—is clearly made out.

Much is said of infection and the spreading of disease, but this is largely dealt with from the point of view of regulation, and need not be further referred to here. Army charts and a mass of statistics are included in the volume. One point may, however, be mentioned. The author proves by personal investigation that the medical examination conducted under State regulation is frequently an appalling farce, much more liable to spread disease than to afford any protection to health.

His inquiry into the chief causes of the evil, as also of the

all-important point of the first lapse, shows that lack of means is largely responsible, and though he may not in so many words insist as strongly on this as do other writers, the point emerges with terrible clearness from the evidence adduced.

In this connection he refers to the statement of an English-woman that owing to seasonal variations, between one quarter and three-quarters of the female employees in many London shops are in reality only casual hands. These girls tend to drift into bad ways when not fully employed. The author learnt that in such towns as Bradford and Sheffield the morality of girl operatives varies in proportion to their wages, and public opinion (presumably their fellow-workers in this case) accept a sliding-scale of virtue based on their earnings, as a matter of course.

Other causes of backsliding are dealt with in an exhaustive manner from many points of view, and include alcoholism (one of the most potent), bad parents, poor associations and physical defects, advice from tainted sources, bad example, &c.

The loss of a parent would seem to affect this point remarkably, as of 384 London cases, only 24 per cent. had both parents alive.

The chief danger period appears to lie between the ages of twelve and twenty-one years.

The main sources of supply are said to be Hungary, Galicia, Poland, and Roumania, whence women are passed on to Brazil, Argentina, South Africa, and the Levant.

Mr. Flexner devotes several chapters to the much-discussed question of State Regulation. His evidence once and for all disposes of any belief that may still survive that such regulation is desirable from any point of view whatsoever. Step by step he proves quite conclusively that far from being a palliative, it is the chief cause of the evil.

The appendices give verbatim the regulations existing in four different European capitals and in Denmark. He shows how most of these codes are composed of indiscriminate and quite contradictory police rules, built up in course of time. Hardly anywhere do such codes rest on a satisfactory legal basis. They are open to hideous abuse. They by no means infrequently vest in the members of the morals police such

unlimited powers over the lives of women (even innocent women) that at their mere outline the reader stands aghast. That the wielding of such powers is still possible at the present day (for instance, as in Paris) is simply unthinkable. Ruling systems, moreover, abound in divergencies even in towns in one country. 'Berlin acts most rigorously when the girl is *without* a definite home. Stuttgart and Bremen enrol only when the girl has a definite home,' &c.

On the other hand, his broad treatment of the subject may be evidenced by the statement: 'The morals police are thus on the horns of a dilemma; if numerous enough to be aggressive, they are exposed to corruption; if few, they are inadequate.'

Mr. Flexner generalises on the present European attitude in the following terms:—

'Both participants in an immoral act are more and more coming to be viewed as of equal responsibility. Their conduct as between themselves alone is vicious and not criminal. It becomes criminal the moment it becomes open, involving annoyance to others. In still higher degree does criminality attach to any third party who profits by promoting, stimulating, or countenancing the immorality of others.' Law and administration, he adds, are taking their cue from this standpoint, and he believes that greater public concern has been recently denoted by a more critical and discriminating study of the problem.

He is not unhopeful of ameliorating present conditions by degrees, but improvement is retarded and the issues confused by existing legislation, police regulations, and obsolete habits of thought. He sums up as follows:—

'In so far as prostitution is the outcome of mental and moral defect, laws and police are powerless; only the intelligent guardianship of the State will avail. In so far as it is the outcome of natural impulses denied a legitimate expression, only a rationalised social life will really forestall it. In so far as it is due to alcohol, illegitimacy, broken or bad homes, low wages, wretched industrial conditions—to any or all of the particular phenomena respecting which the modern conscience is becoming sensitive—only a transformation wrought by education, religion, science, sanitation,

enlightened and far-reaching statesmanship can effect a cure.

‘Civilisation has stripped for a life-and-death wrestle with tuberculosis, alcohol, and other plagues. It is on the verge of a similar struggle with the crasser forms of commercialised vice. The struggle will tax the courage, the self-denial, the faith, the resources of humanity to their uttermost.’

F. S. WARBURG.

LEGAL HINTS FOR SOCIAL WORKERS.¹

THERE must by now be a large body of social workers whose experience can testify to the usefulness of the little book of legal hints, compiled several years ago by Mr. Frank Tillyard, a well-known authority on industrial law. Emergency measures and war-time legislation made a new edition much to be desired, and Mr. Hamnett’s revision has brought a capital little volume thoroughly up to date. As a handbook it has two excellent points: first, the clear alphabetical arrangement makes it easy to find what one is looking for; second, while the information is given as briefly and concisely as possible, it does not pretend to be exhaustive, but adds wise and useful reference to other books going further into the particular subject.

There are people who are getting a little tired of war-time restrictions which they entered into willingly enough when they thought they would not last very long. One finds small additions entering the rent-book under the guise of a water-rate or without any disguise whatever. Such are illegal exactions which presume on ignorance to pay and can be sent to the right-about on the authority of ‘Legal Hints.’

The advice about Insurance Policies and the National Health Insurance Act is of everyday usefulness in these times of widespread death and disablement.

Many of the factory regulations have lapsed under stress, but it is well to know what are the lawful limits of employment. There is a very full section dealing with legislation applied to children. One notes the paragraph Refractory Children as a feature of the day.

¹ *Legal Hints for Social Workers*. Compiled by Frank Tillyard. Fourth edition. Revised, partly rewritten, and enlarged by F. H. Hamnett. Price 6d. London: National Union of Women Workers. Pp. 64.

No social worker who studies this little book can fail to be grateful to the writer of it for putting practical wisdom in such a handy form. It illuminates many vague dark places, and shows the paths and pitfalls of the law.

A. D. HARRISON.

Books Received.

- Child Welfare Annual.* Edited by T. V. Kelynack, M.D. Pp. 346. Price 7s. 6d. John Ball, Sons & Danielsson, Ltd.
- Poverty and Social Progress.* By Maurice Parmelee, Ph.D. Pp. xv, 477. Price 7s. 6d. The Macmillan Co.
- Life-saving in War Time.* By Mabel Palmer, M.A. Pp. 112. Price 1s. C. Arthur Pearson.
- Outlines of English Government.* By John J. Clarke, F.S.S. Pp. 40. Price 6d. Workers' Educational Association.
- Welfare Work.* By E. Dorothea Proud, B.A. Pp. xvii, 363. G. Bell & Son.
- Legal Hints for Social Workers.* By Frank Tillyard, M.A. 4th edition. Revised by F. H. Hannett, I.C.S. Pp. 64. Price 6d. National Union of Women Workers.
- Facts about Land.* Prepared by the Land Agents' Society. Pp. xvi, 319. Price 2s. 6d. John Murray.
- The Nation and Alcohol.* By A. W. Richardson. Pp. 64. Student Christian Movement.
- Saving the Children.* By the Duchess of Marlborough. Pp. 24. Price 1s. The National Health Society.
- The Juvenile Adult Problem.* By Frederic G. D'Aeth. Pp. 10. Price 4d. Oxford University Press.
- Poverty and Its Vicious Circles.* By Jamieson B. Hurry, M.A., M.D. Pp. 180. Price 5s. J. & A. Churchill.
- Oxford University Press General Catalogue.* Pp. 566. Humphrey Milford.
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Notes on Social Work Abroad.

GERMANY: Poor-Law Conference; State Insurance; Labour Questions; the Coal Monopoly.

The *Verein für Armenpflege und Wohlthätigkeit*, at its annual meeting last autumn, devoted its attention almost exclusively to forecasting the position to be occupied by poor relief after the War is over. Considerable difference of opinion was manifested upon the question how far the Poor-Law machinery of *Armenpflegers* (almoners) existing before the War should be utilised in the care of victims of the War. To us in England the German method, under the title of the Elberfeld system, used to be held up as a model, because it was supposed to be less rigid

and more human than our own, and to spare its wards the taint of pauperism. Yet, in Germany as much as in England, a stand has been made against administering war pensions and compassionate funds through the medium of the *Armenpfleger* lest the recipients should feel themselves, or be thought by their neighbours to be, degraded by the Poor-Law taint. As one speaker at the meeting expressed it, the *Armenpflege* is regarded by the people generally as a last resort of the *déclassés*, and it ought not to be forced on the young and energetic. And, to be sure, German scales of relief are low as compared with our own. But so also are those of their State insurance pensions. The poor-relief authority of Berlin has 6028 unpaid workers, of whom only 155 are women. For the year ending March 31, 1915, it had expended £765,000 in relieving 37,396 persons with allowances, 11,499 with doles, and in payments for boarded-out children, &c., to 13,533 persons. But the total expenditure for the city on hospitals, lunatic asylums, refugees, and the care of orphans, as well as poor relief, totals £2,233,000. The *Zentrale für private Fürsorge* of Berlin held its first general meeting since the outbreak of the War last May. This Association has formed a committee for placing war widows and orphans in employment, of which Professor E. Francke, editor of the *Soziale Praxis*, is chairman. A staff of 285 honorary and sixty salaried officers had been concerned in 4500 cases. Expenditure from special case funds amounted for the two years to £14,000. In Nürnberg persons claiming relief are put to kitchen-gardening. Their produce fetched £1700 on the vegetable market during 1915.

A partial relaxation of the obligatory character of contributions towards sick insurance has been effected with regard to agricultural labourers, and also to persons who have temporarily succeeded to situations vacated by men called to the Colours. In writing on this subject in the *Soziale Praxis*, Stadtrat Rosenstock, of Königsberg, describes the heartlessness with which many landowners turn off their hands—amongst others, girls likely to become mothers, as soon as they are threatened with sickness. The region he refers to is the home of Junkerthum. According to the *Jahrbuch der Krankenversicherung* (Year-book of sick insurance), the proportion of men above the age of forty-five among the members of State insurance bodies has risen from 16 per cent. at the beginning of the War to 24 per cent. a year later, a fact which does not make for financial soundness. Women, from barely exceeding one-third in normal times, formed at the later date almost half the members. The latter totalled up to about four millions, and their contributions averaged £1 13s. 0d. per head. The cost of medical, surgical, and hospital care, dentistry, midwifery, and allowances averaged per member £1 12s. 0d., including expenses of management. An increasing appetite for physic is noted among the members.

Tuberculosis is waning, but on March 1, 1915, more than 3500 soldiers were undergoing cures for it. During the year there were 48,000 cases of illness resulting from the War.

Various instances are quoted from time to time of military intervention to enforce the observance of minimum wages by Government contractors. It is noteworthy that a military organ, the *Zeitschrift des X Armée*, published at Vilna, refers to the right of combination among workmen as indefeasible. Demands for *Teuerungszulage*, or war bonus, to meet enhanced prices, are frequent among middle-class employers, as well as among workmen. German bank officials, for instance, are agitating to be placed on the same footing in this respect as their Austrian colleagues. In reply to a demand from the colliers, the employers declare that only 3 per cent. receive less than 7s. for an eight-hour shift, and that for about half of the total number the wages are between 8s. and 9s., and for a large number are higher still. The metalworkers' trade union at its maximum strength before the War was 515,145 strong. The army has drawn 300,000 into its ranks, and 13,000 are reported fallen. The *Christlichen Gewerkschaften*, or trade unions founded on denominational lines, numbered 341,735 members at the end of 1913. The average number during 1915 was only 176,000. The leaders of the 'free' or social-democratic unions have fallen into line with the party executive in declaring themselves against Syndicalist agitators within their ranks who call for a strike.

Proceedings of Council.

AN ordinary meeting of Council took place at Denison House on Monday November 27, 1916, at 4.30 P.M., Dr. Bernard Bosanquet in the chair.

There were present:—

BATTERSEA:—Miss Leather, Miss Blair,
Miss Darby.
BERMONDSEY:—A. S. Cole, Miss Armstrong.
BETHNAL GREEN:—Miss Wray.
Brixton:—T. Warren Crosse.
CLAPHAM:—T. Ravenhill, Miss M. H. Pollock.
DALSTON:—Mrs. Hembrow.
DEPTFORD:—Miss Marchant.
FINSBURY:—Miss Lonsdale.
FULHAM:—Mrs. Perrott.
HAMMERSMITH:—J. M. Currie.
KENSINGTON:—Mrs. Stewart Anstruther,
Sir Lawrence Jones, Bart.
KILBURN:—Miss Nuttall.
LAMBETH:—Dr. Elcum, Miss H. M. Hill.
LEWISHAM:—Miss Goody.
PADDINGTON:—Miss Humphry, F. S. Warburg.
ST. GEORGE'S, HANOVER SQUARE:—Miss E. H. Lubbock, Miss Hussey.

ST. SAVIOUR'S:—Miss Townsend.
ST. JAMES'S, SOHO:—Miss Alder, Miss Lawrance.
SHOREDITCH:—Miss Vaughan, Miss Marker.
STEPNEY AND MILE END:—Lady Jones.
VAUXHALL:—Sir L. Hare.
WANDSWORTH:—T. Hennell.
NORTH WEST HAM:—Miss A. E. Clarke.
WHITECHAPEL:—J. Parsons.
TREASURER:—G. T. Pilcher.
ADDITIONAL MEMBER:—A. M. Crichton.
TOTAL:—31.
SECRETARY:—Rev. J. C. Pringle.
VISITORS:—Miss Bates, Miss Thompson, Miss Davis, Miss Worship, Miss Stapleton, Miss Vaughan, Mrs. Vigers, Miss Scott, Miss West, Miss Warner, Miss Gordon, Miss Wallis, Hon. Gertrude Lubbock, Miss Stevenson, Miss Hatton, Miss Painter, Miss Hillier, Miss Fagan, E. A. H. Jay, Miss Fisher.

CENTRAL OFFICE COMMITTEES.

It was reported that Miss Lawrance had been elected to the Finance Sub-Committee; that Sir Godfrey Baring, Bart., M.P.,

had been co-opted to the Districts Sub-Committee; and that Sir Edward Brabrook had been elected Chairman of the Thrift and Savings Sub-Committee.

KENSINGTON REGISTRARS.

It was reported that Miss Clara D. Worship and Miss Mary G. West had been appointed Joint Paid Registrars at Kensington.

BY-LAW 38a.

On behalf of the Administrative Committee Mr. J. R. Roxburgh moved, in accordance with notice: That By-law 38a be amended by the substitution of the word 'eight' for 'six.' He explained the need for increasing the number of persons who may be co-opted as members of the Training Sub-Committee.

Mr. Pilcher seconded the motion.

It was unanimously adopted.

FEDERATION OF C.O. AND KINDRED SOCIETIES.

On behalf of the Administrative Committee Mr. J. R. Roxburgh moved:

That the method of appointing representatives to the Executive of the Federation of Charity Organisation and kindred Societies be as follows:—

(1) The Administrative Committee shall elect twelve members, subject to approval of Council.

(2) Of these twelve, three shall be recommended by the Provincial Sub-Committee.

(3) That any members of the Society may be nominated.

(4) That care should be taken that various aspects of the Society's work should be represented.

He explained the reasons for the proposals.

The Chairman put them to the meeting *en bloc*, and they were carried *nem. con.*

THE LATE RIGHT HON. CHARLES BOOTH.

The Chairman delivered an eulogium of the late Right Hon. Charles Booth. He feared that misapplication of the contents and methods of his great work had led to a mass of mythology on the phenomenon called the poverty line. Despite this, the work was epoch-making and valuable, especially the maps, which hung in most C.O.S. offices, and perhaps suggested its 'bad area' efforts. Mr. Booth spent great sums and enormous labour upon these inquiries, which he believed to be beneficial to the community. He was a personal friend of many members of the C.O.S., and not unfriendly to the Society as a whole.

A UNION OF TRAINED VOLUNTEERS.

The Hon. Mrs. Lyttelton related how she had been introduced to Sir Charles Loch when she was quite young and wanted to do something for the poor. This resulted in two years' very valuable training with Miss Davies at the Vauxhall Committee.

The volunteer, one felt, was the Cinderella of social work. She got the odd jobs to do. There was great need of general training for them. The C.O.S., for example, trained people how to give relief, but there the training ceased. If the heart of a volunteer

survived indoctrination in C.O.S. principles she was certainly an expert in relief.

Some years back, when she was starting the Personal Service Association, she consulted Sir Charles Loch, and most of the 'District Heads' appointed were members of the C.O.S. They had felt that their members got a narrow training with the various agencies they went to. Then came the War, and a great rush of volunteers, whose lack of training created a serious problem. A Voluntary Commission to inquire into the problem was arranged, which met for a year, and then appointed a sub-committee, which drew up a scheme. This Miss Macadam was going to explain. A leading feature was the idea of studying the normal life of the people, not only cases of distress. She thought the C.O.S. had been wonderfully successful in preventing people giving alms, but by no means so successful in the matter of giving alms.

She hoped a federation would be formed of societies who would do their utmost to secure that no volunteers would undertake responsible social work without training. She hoped the volunteers would all be put through two or three months' training at a C.O.S. office, because she believed thoroughly in the principles of the Society.

Miss Macadam had been much gratified by the real appreciation of the need of such a scheme as this which she had met with since she was connected with the scheme. They were determined to be elastic, to use existing agencies for training and instruction, and to set up no new school. She would welcome questions and advice either at the moment or by post to 11 Marble Arch, the offices of the Provisional Committee on Social Service.

Miss Neville said that the ideas put forward by Mrs. Lyttelton appealed to her very much. She anticipated that the scheme would prove as valuable as any that could be devised. She hoped that quite raw volunteers would be kept under careful control until they had had some training. She did not concede that the C.O.S. could only train in relief work. It could train in constructive case work, which was quite different. She found when serving on badly worked Committees that phrases like 'full inquiry' were used in very superficial senses.

She did not think that less than three days a week for three months in a C.O.S. office was valuable.

The paper which had been circulated laid down that the volunteers would train chiefly in the work of their own agencies—*e.g.* I.C.A.A. workers would have an incomplete training, since that body left the inquiry work to the C.O.S.

Lord Sanderson thought persons in training would find it very valuable to get instruction from some one who could explain the strong and weak points and limitations of paid official work, and compare it with voluntary work.

Mr. R. Saunderson wanted the persons in training to have three months' practical work before getting any purely theoretical instruction. This latter should then be arranged in consultation between the practical work tutor and the theoretical instructor.

The Chairman hoped the students would get enough practical work, and that only first class.

Miss Anstruther assumed that the principles of adequacy, discrimination, and inquiry were endorsed by the new body.

Miss Macadam hoped to secure this by giving all the students C.O.S. training. Members of the I.C.A.A. had told her that they liked their workers trained in C.O.S. offices.

Miss Lawrance held that a young woman should not attend Police Courts, other than Children's Courts. She thought that normal life could be seen in the course of work at a C.O.S. office. She asked how it was possible practically to do work with Friendly Societies and Trade Unions.

Miss Macadam, in reply to questions, said that the correct order as between theoretical and practical work was hard to determine. She preferred non-practical at first. She was expecting to see experienced practical social workers coming forward to get theoretical training in such matters as unemployment and women's work.

Mr. Tennant protested against relegating the C.O.S. to relief work as opposed to the 'normal life of the poor.' This was obviously heartily endorsed all over the Council Chamber.

Mr. Jones (North West Ham) urged the importance of training and instruction for persons sitting on Borough Councils, Boards of Guardians, War Pensions Committees, etc. Most of them neither could nor would go to academic institutions like the School of Economics.

Miss Milnes thought considerable experience of normal life was the ordinary result of carefully done C.O.S. work.

Miss Elliott found maternity visiting valuable in giving insight into normal life.

Miss Bolton agreed with Mr. Saunderson in holding that students should begin with practical work.

Mrs. Lyttelton, in reply, said she appreciated the criticisms made, and promised that they would be carefully considered by her Committee. She wanted to get a new attitude of mind in the social worker of the future to that of workers of the last generation. She thought the social gatherings of the Workers' Educational Association would enable students to get at the mind of the normal working man, and promote a better understanding among the classes.

The Council then adjourned.

AN ordinary meeting of Council took place at Denison House on Monday, December 11, 1916, at 4.30 P.M., Mr. Francis Morris in the chair.

There were present :

BETHNAL GREEN :—Miss Sandys, Miss Wray.
CHELSA :—Miss Loring, Mrs. Curteis, Miss Barcroft.
FINSBURY :—Miss Lonsdale, Miss Hodgson.
HAMMERSMITH :—Miss Bryan.
HAMPSHIRE :—T. Hancock Nunn, Miss F. K. Urwick.
HOLLOWAY :—Miss Field.
KENSINGTON :—Sir Lawrence Jones, Bart., Mrs. Stewart Anstruther.
KILBURN :—Miss Nuttall.
LAMBETH :—Miss H. M. Hill.
LEWISHAM :—Miss Goody.
NEWINGTON :—Miss Ashe, Rev. J. C. Morris.
PADDINGTON :—Miss Humphry, Miss Barnard, Mrs. Merston, F. S. Warburg.

ST. GEORGE'S-IN-THE-EAST :—Miss Barron.
ST. GEORGE'S, HANOVER SQUARE :—Miss Hussey, Miss Cory.
ST. JAMES'S, SOHO :—Miss Alder, Miss Lawrance.
NORTH ST. PANCAS :—Miss Stewart, Miss Davidson.
SOUTH ST. PANCAS :—Mrs. Wilde, Miss Neville, Mrs. Philipson.
SHOREDITCH :—Miss Plews, Miss Marker, Miss Vaughan.
ST. SAVIOUR'S :—Miss Townsend, Miss Elliott.
STEPNEY AND MILE END :—Lady Jones.
VAUXHALL :—Miss Orred.
NORTH-WEST HAM :—Miss A. E. Clarke, Miss St. Hill.
WANDSWORTH :—T. Hennell.
WHITECHAPEL :—J. Parsons, Mrs. Welsh.

ADDITIONAL MEMBERS:—J. R. Roxburgh, Rev. E. S. Shuttleworth, E. Bond, Mrs. G. F. Hill, Miss Anstruther, Miss Oakeley.

TREASURER:—G. T. Pilcher.

HOSPITAL ALMONERS' COUNCIL:—Miss Edmonds.

SOCIETY OF ST. VINCENT DE PAUL:—C. Sibeth.

ASSOCIATION OF WOMEN HOUSING WORKERS:—Miss Dickin.

TOTAL:—63.

SECRETARY:—Rev. J. C. Pringle.

VISITORS:—E. G. Montgomerie, Miss Bartlett, S. Jones, Miss Moore Smith, Miss Johnston, Miss Michael, S. Granville Baker, Miss Lawrence Jones, Miss

Stevenson, Miss Kenrick, Miss Martin, W. Hollis, Miss Klein, Miss Shields, Miss Cutbush, Mrs. Vigers, Miss Fisher, Miss Macgregor, Miss Goodchild, R. Saunderson, Miss Miles, Miss Hatton, Miss M. Frere, Miss Bates, A. R. Watson, Miss Parkes, A. Stendale Bennett, Miss Byng Stephens, Miss Carey, Miss Popham, Miss Richardson, Lady Mary Cecil, Hon. Mrs. Lyttelton, Miss Nixon, Miss Warner, Miss Harbord, M. C. Tennent, Miss Fisher, Miss Handford, Miss Bolton, Miss I. N. Hill, Miss Thompson, Mrs. Russell, Miss Dixsey, Miss Capper.

It was reported that Dr. Bosanquet was ill and Lord Sanderson and Mr. Tennant unavoidably absent.

ADDITIONAL MEMBER.

Sir L. Hare moved and Mr. Pilcher seconded the election of the Honourable Gertrude Lubbock as an additional member of Council.

This was unanimously agreed to.

FINANCIAL REPORT AND BUDGET ESTIMATE.

Mr. Pilcher moved the adoption of the Financial Report and Budget estimate. He pointed out the saving in printing it. He drew attention to the immense fall in the value of the securities held by the Council, but said that fortunately, owing to good receipts from legacies, it had not been necessary to sell any of these depreciated securities.

The decreased loss on the C.O. REVIEW was, unfortunately, not due to improved circulation, but to economy in production.

The decrease from £100 to £30 on meetings was due to less expenditure on making them known.

Mr. James Parsons seconded the motion.

Mr. Crichton and the Chairman spoke.

It was unanimously adopted, with the recommendations contained in it.

Mr. Crichton moved and Dr. Elcum seconded the reappointment of the auditors, which was agreed to *nem. con.*

REGISTRATION SCHEME.

The Secretary read the following letter from Mr. Roxburgh:—

'I regret that it will be impossible for me to be present at Council on Monday, as I have to be in Southport on examination work.

'When the question comes up of the proposals adopted at the Registration Conference, I should like, as Chairman of the Conference, to have the following statement made, if possible.

'It must be remembered that the Conference consisted of members of societies from various parts of the country with varied traditions and widely differing conditions, and it must, I think, be regarded as most satisfactory that it was possible to get a statement to which all those present agreed. At the same time it may be thought that the position of London, which for Mutual Registration purposes practically means the C.O.S., was not sufficiently considered and

guarded. The London conditions do differ materially from those of the provincial towns, and the standard of training is higher in London, and has always and properly been insisted on to a degree not always recognised elsewhere. But to do this in a general conference would have been absolutely to prevent a common basis to which all could subscribe. It is probably necessary that London should receive special treatment—perhaps even a special advisory committee of its own, but the time for pressing this and any other views of the C.O.S., so far as they are not in the proposals, will, in my opinion, be when a Departmental Committee is appointed and an opportunity is given of evidence being placed before it.

‘I therefore hope that, even though the C.O.S. may feel bound to press when the time comes for certain matters not in the “proposals,” it will give a general approval to those proposals and thus place itself at the head of this national memorandum.’

Mrs. Curteis, chairman of the Registration Sub-committee, made a statement.

She referred to the Registration Conference which met in London at midsummer 1915. In September 1916 an article entitled ‘Twelve Holes in the Cask’ appeared in the *Times*. Upon this Mr. Harlow, the moving spirit in Registration in Birmingham, proposed to Mr. Sharpe that the conference should be called again. This was done, and the scheme, now long in the hands of members, was unanimously approved. She emphasised the fact that the scheme had to take into account conditions in other towns very different from those obtaining in London. She thought that official interference had been kept down—in the scheme—to a point which, however satisfactory to voluntary societies, would appear inadequate when it was scrutinised by a Government Department. The system of grants was on the analogy of the grants given to Schools for Mothers by the Board of Education and Local Government Board.

She moved ‘That the action of the Administrative Committee in approving the proposals in regard to Registration in England and Wales passed at the Conference on November 3, 1916, be endorsed.’

Miss Lawrance seconded the motion.

Sir Lawrence Jones pointed out faults of drafting in paragraphs 2, 3, 4, 7.

The Honourable Gertrude Lubbock said the scheme provided control of Registration by a very large body upon which the C.O.S. would have very little representation. She pointed out other undesirable proposals in detail.

The Chairman said he had seen the officials about it. He was told that once a Government Department took it up it would be very difficult for them to leave the management in London entirely in the hands of a voluntary body like the C.O.S. In Birmingham the city gave £200 a year, but did not interfere with the work.

Miss Stapleton (Hon. Registrar, Chelsea) read a short paper urging different treatment for London:

‘During the nine years I have worked at Mutual Registration it has sometimes struck me that it is the Cinderella of the Society. It often lives in the kitchen (or second-floor back), does what many people consider the worst drudgery of the work of the house, seldom dines with the family, and never when “company” is expected.

'To be serious: the Registrar in many places works in great isolation, suffering the double burden of unpopularity and finding great difficulty in collaborating with the secretaries or keeping *au courant* with what is going on in the Society.

'In spite of this, the attraction of belonging to a great society such as this, working in fellowship with others, sharing the same ideals, stimulated and supported by the sense of corporate responsibility, keeps them loyal and constantly looking for the day when the prince shall come. By the prince I mean the day when Mutual Registration should be lifted to a position of honour, recognised as one of the most vital forces at our disposal, as affording perhaps the best means of all for "bringing into counsel all who are interested in the condition of their poorer neighbours"—as the "Manual" has it.

'However, the prince has not come, and instead the Society seems determined to treat Mutual Registration as the ugly duckling, and thrust her out of the nest.

'True, it may still turn into a swan, but under the proposed scheme it is difficult to see how that can come about.

'To begin with, what is Mutual Registration?

'It is not a concrete and indivisible object which can be given away with the certainty that it will remain intact. Do not let us forget that it consists of a delicate system of machinery, built up during more than twenty years of labour and growing experience.

'If this could be given away in such a manner as undoubtedly to benefit the community I should only rejoice, but the vagueness of the definition of the body that is to be set up fills me with fear that in a very short time this intricate mechanism may be spoiled, and thrown out of gear, past the possibility of reconstruction.

'If asked why I am so pessimistic as to the new body, I would only observe that if the proposed Central Advisory Committee is to include the members of the Conference it already holds the seeds of great difference of opinion as to the way in which Mutual Registration should be worked. As examples of the way in which the scheme may be wrecked there is a proviso in Clause 5 that statutory bodies "should furnish particulars of assistance given." Again in Clause 4 that "private bodies should be urged to make inquiries of the local Registration Committee before giving any assistance." Both these provisions I consider vital to the sustained success of the scheme. Yet, what guarantee have we that they would be accepted, or—if accepted—that the Advisory Committee will *continue* to realise the value of these points to which we attach so much importance?

'Here I should like to ask what is the exact meaning of the first paragraph?

'If the Central Advisory Committee is eventually to be formed of representatives of all organisations carrying on Mutual Registration—that is, if every borough and urban district that agrees to join the scheme is to send a representative to the Advisory Committee—we shall soon have a huge and what would practically be an inexperienced body carrying on the work, *and* controlling all Registration both in London and country.

'Apparently they would control the Registrars so completely that none of them, however well trained they might be, would be able to carry out their principles, and maintain their standard of work, supposing their masters objected to any of their rules or regulations, however vital.

'Then again, *where* would the work be carried on?

'Some think, at the town halls, but it is difficult for me to imagine anything more dreary for the Registrars than to be cut off from the C.O.S. permanently (in such a way that collaboration would be much more difficult than it is now), to lose all footing in the Society, to have to work at the behest of a huge body probably growing less and less sympathetic, and in an atmosphere that might soon become actually hostile.

'As it therefore appears to me to be of the utmost importance that Registration in London—I am not speaking of the country—should not come under the control of a body on which the C.O.S. element might find itself completely swamped, I would suggest that the danger to Registration in London involved in coming under the control of such a body might be averted by substituting the words "subject to its being a registered society," paragraph 3, for the words "subject to the approval of the Central Advisory Committee."'

Mr. Woolcombe pleaded guilty of suggesting the Advisory Committee. He held that the main object was to get the best possible terms for voluntary effort. The Local Government Board would never have the courage to agree to the work being done by the C.O.S.; a compromise would be necessary, and he, personally, would agree to the work being carried on in premises other than C.O.S. offices. The human side would be lost if purely official. That was why the official move should be met half-way. He wanted the work to be left in voluntary hands, but to have official financial aid.

Mr. Jay had consulted a Labour member in Poplar who held that no public body ought to collaborate with a single voluntary body. He had not the same objection to a thoroughly representative body.

The Chairman thought it might be possible to get the *spirit* of Registration as now carried on if the work was done by a committee representative of the co-ordinated social forces of the district. If the Local Government Board formed a committee and propounded a scheme it was important not simply to stand aside, but to try to get the spirit of the C.O.S. scheme into the official scheme.

Mrs. Curteis, in reply, reminded the Council of the strength of the Society in having trained the Registrars. It was of no use to ask for something which there was no chance of obtaining. The outside committees she had worked on had valued the C.O.S. reports more than the Registration reports; a Labour member on the Chelsea War Pensions Committee had seconded the proposal to register all cases with the Metropolitan Mutual Registration of Assistance, knowing well the work was done by the C.O.S.

The motion was then put and carried *nem. con.*

The Council adjourned.

SUPPLEMENT

TO THE

Charity Organisation Review.

JANUARY 1917.

The Library.

Those who are engaged in the study of social work are finding more every day that the lives of the people are conditioned by intricate Acts of Parliament and the visits of inspectors. It is now a necessity for them to be able to obtain the use or possession of reports, books, and pamphlets, official and unofficial, informing them what these Acts are, who these inspectors are, how they are working, and what their own attitude or co-operation should be. If you are among the number of such students, you are probably feeling more and more the need of someone to whom you can write a postcard, or telephone, stating your query, and who will lend you or order for you exactly the book or paper you require. The Librarian of the C.O.S. at Denison House, 296 Vauxhall Bridge Road (telephone Victoria 871), is prepared to render you this service. Very often the paper or report you want only costs a few pence, yet it means for you an afternoon wasted on a journey to a publisher—a journey not unfrequently without result, since those firms do not keep on the premises expert advisers on such matters, and can only supply purchasers who know the number, date, and title of the document they require. The Librarian at the C.O.S. will order the proper publication to be posted to you with a note of your indebtedness. When a book in the Library is likely to help you he will inform you of the same, and, should you be unable to consult it here, would post it to you on loan for a definite period, charging you only with the cost of postage.

N.B.—The Society would be very grateful for any useful books which readers may care to present to the Library. It is doubtless well known that no charge is made for the use of the Library, and there is no fund available for the purchase of books.

Library of the Council.

The following Publications have been received for the Library during the past month :—

Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. November 23, 30, December 7, 14, 1916.

Bulletin des Sociétés de Secours Mutuels. Paris. September-October 1916.

Société des Crèches. Paris Bulletin. July-October 1916.

The Survey. New York C.O.S. December 2, 9, 16, 1916.

Volkswohl. Dresden. Nov. 23, 30, December 7, 1916.

HOSPITAL LETTERS have been received from : H. J. Jeffery, Esq., Mrs. Franklyn, Mrs. Streatfeild, Kilburn Committee of Assistance, Oxford C.O.S., Dr. Paget Toynbee, Islington Committee, Stepney Committee, Mrs. Campbell Newington, Mrs. Weber.

THE Charity Organisation Review.

No. 242.—NEW SERIES: FEBRUARY 1917.

Price 6d.

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Editorial Notes.

FROM our reports on Housing we get some interesting side-lights on landlords and their agents, both important factors in the problem. That 'bad' landlords still exist, though in diminishing numbers, we learn from a Medical Officer of Health, who says that 'overcrowding now is nearly always due to the greed of landlords who want to make as much as they can out of their property and will not exercise proper supervision. A few years ago there were twenty or thirty bad landlords known to the Public Health Authority: there are now only four or five.' From another district we hear in reference to bad sanitation that 'the landlords shelter themselves behind agents and are difficult to reach'; and from another that agents say that they have no restrictions as to the numbers living in their flats and houses, but leave it entirely to the sanitary authorities.

*
* *

The tenants' view of their landlords in one district is that they are 'getting very uppish'; but from other accounts they are not doing well. We are told that 'landlords with higher rates and taxes than five years ago have done badly since the War started'; and again, 'that landlords are actually getting less net rent than they did five or ten years ago owing to

the more stringent regulations of the sanitary authorities and the increased cost of repairs.' The grievances of the landlord are emphasised by one agent who said that the great source of trouble now was the tendency of all recent legislation to fix the landlord only with responsibility for sanitation and repairs, the tenants becoming in consequence more and more careless. The more a landlord did the more would be required of him, while a small slum landlord who kept his property in bad order was left alone by the Borough Authorities because it was too much trouble to enforce their requirements.

* * *

We noticed in our last issue some criticisms which had been forwarded to us of the State Board of Charities of New York, and expressed the hope that an answer would be forthcoming. That answer has now reached us in the form of a detailed reply to the Report of the Commissioner who conducted the investigation. We gather that the reason for the failures concerned lies mainly in the insufficient powers granted to the Board: 'The limits to the Board's powers left the carrying into effect of its recommendations entirely dependent upon legislative approval, and when such suggestions were not enacted into law the Board could only reiterate its recommendations from year to year, with additional illustrations of necessity, until they received favourable consideration.' With most of the Commissioner's recommendations, including increased powers for itself, the Board appears to be in cordial agreement. The difficulties of a voluntary institution of this kind, standing in only a quasi-official relation both to the State and to the charities which it supervises, are probably greater than those of a purely voluntary association such as the C.O.s., which can exercise its function as critic without being held responsible if its criticisms fail to take effect.

* * *

The increase in the income-tax is causing municipalities to reconsider their policy with regard to their trading profits. We believe that, according to the orthodox Collectivist view, any profit obtained by municipal trading should be eliminated by reducing the charge made to the consumer, so that the benefit derived from the collective enterprise should accrue

only to the section of the community using the commodity in question. The general practice, on the other hand, has been to utilise the profits in lowering rates, thus benefiting all ratepayers alike. Under this system the municipality has to pay large sums in income-tax; in Manchester, for instance, of the £50,000 contributed to rates by the gas department £12,500 has to be paid as income-tax, and is lost to the town. A compromise has been suggested in Cape Town by which the contribution should be at the rate of 3 per cent. on the capital invested, and any surplus over this sum should be utilised in reducing the charges to customers.

* * *

Meanwhile, municipalities are being led by war conditions to increase their activities in many new directions. Amongst others we note that Preston Corporation has appointed a special committee for the purpose of encouraging the settlement of new industries and the development of existing industries within the borough and adjacent thereto. Hammer-smith Borough Council, greatly daring, has a scheme for assisting the unfortunate owners of 'one-man businesses' who may be called up for service. It appears that there are 327 such businesses in the borough which would be likely to suffer, and it is hoped (i.) To furnish, where necessary, either voluntary or paid assistance in carrying on the business. (ii.) To arrange a continuation of credit to small businesses by wholesale firms. (iii.) To carry out a system of regular advertising of the businesses the owners of which have joined one or other of the Services. The lot of the man who might return home to find his business lost is so hard that everything possible should be done to keep it together for him.

* * *

An interesting paper in the *Municipal Journal* for January 26 discusses the enterprise of local authorities in increasing the food supply. A large number of District and Town Councils have set aside pieces of land, not as a rule very large, for the growing of potatoes or for allotments; a few are supplying seed potatoes; and a good number are considering the question of pigs, and relaxing bye-laws in their interest. Fulham Council 'does not find it necessary to accept an offer

by the Bishop of London to cultivate a meadow adjoining Fulham Palace, thinking that as thirteen acres in Bishop's and South Parks are now being cultivated the Council has a sufficiently large experiment to undertake.'

* * *

A writer in the *British Journal of Tuberculosis* describes an important experiment in the after-care of consumptive working-men which is being carried out in Cambridgeshire. The Friendly Societies have modified their rule which prohibits members from engaging in any form of work while in receipt of sick pay, and are now prepared to assist suitable ex-sanatorium patients by allowing them to work under medical supervision. An After-care Association has also been formed for 'the relieving of persons suffering from tuberculosis, and in particular of members of approved societies who are ineligible for sickness or disablement benefit under the National Insurance Acts or otherwise, by reason of their doing any work, remunerative or otherwise, prescribed as part of their treatment and approved by the tuberculosis officer.' The scheme is described as one which enables the ex-sanatorium patient to be properly fed and clothed, while he is gradually adapting himself to his return to normal life.

* * *

It appears from the Local Government Board Report for Ireland that pauperism has followed the same course in that country as in this. There has been a steady annual fall in the average daily number relieved from 78,007 in 1912 to 68,753 in 1916. During the last year the decrease in the average number was 2,675 for indoor paupers and 1,197 for outdoor. The reduction is attributed as 'to some extent due to the migration of labourers to Great Britain, and the consequent opening for employment for the less fit, but perhaps in a larger measure to the fact that a number of the classes formerly chargeable to the rates are now in receipt of separation and dependants' allowances.'

* * *

We are asked by the Training Committee to insert the names of the candidates who were successful at the C.O.S.

certificate examination last July. They are as follows: Miss L. R. Carter, Miss I. M. Erlebach, Miss A. S. Fisher, Miss M. Row Hogge, Miss L. C. Luard, Miss N. Schwab.

* * *

MSS. intended for publication should reach the Editor before the end of the month.

Obituary.

Lt.-Col. WRIGHT, R.A.

By the death of Lieutenant-Colonel Wright the Society has lost a valued worker, and many of its members a much esteemed friend. He became Vice-Chairman of the Hammersmith and Fulham Joint C.O. Committee early in 1891, having been a member of Committee for some time previous. On the resignation of Colonel Scarth he succeeded to the Chairmanship, which office he held till 1906. His interest in the local work did not end with the Chairmanship. In 1891 or 1892 Mr. Toynbee started a movement towards the reorganisation of Dr. Edwards' and Bishop King's Charities, and in this Colonel Wright took an active part, as also in an attempt on the part of the C.O.S. to induce ground landlords to show an active interest in charity organisation by subscribing to the General Fund. He only resigned his connection with Hammersmith when he was no longer able to get up the steps to the front door. At the Central Office he was a member of the Districts Sub-Committee from 1895 and Chairman from 1897 to 1902, and a member of the Administrative Committee from 1897 to 1903.

In the middle of his military career an accident rendered him permanently lame, and this with failing health forced him to give up his profession. He at once devoted himself to doing all he could for others, taking the most lively and practical interest in all that was going on around him. He was a churchwarden for many years, also a manager and correspondent of the National Schools. He was also connected with the boys' clubs of the parish and was secretary and treasurer to various other local organisations.

MR. J. ARMINE WILLIS.

THE death of Mr. J. Armine Willis deprives the Society of a valued member. Educated at Eton and Cambridge, Mr. Willis practised at the Bar and subsequently rose to a high position as a Chief Inspector of Schools. When in the evening of his days he took part in the work of the Society he brought to it scholarly attainments, a well equipped mind and a wealth of experience, and proved himself a source of strength to any committee of which he was a member. He ever gave of his best, despite increasing delicacy of health.

He did good work for a time on the districts sub-committee, and served at different times on more than one district committee. Of late years he attached himself to the Whitechapel Committee, who are the poorer for the loss of his good sense, wise counsel, and gracious personality.

Cost of Living of Women Social Workers in London.

(Continued.)

THE following six examples of the difficulties experienced by social workers with salaries of about £100 a year stated by themselves (autumn 1916) seem worth printing *in extenso*.

Example A.—I have been considering the question of having to leave home, but I cannot see how I could possibly live on my salary of £93 with the present price of food, &c. My sister has a tiny flat in Chelsea—two rooms and a wee kitchen. She has had to live very economically, and together we have worked out the attached estimate. She finds it is more satisfactory to have her evening meal at the restaurant, because it is very little more expensive, and if she comes home and buys her own food and then cooks it, she is usually too tired to eat it. It was quite possible to feed yourself for 12s. 6d. a week before the war, because I did it; now it is out of the question. I presume that you have your own furniture, but hardly anything is allowed for wear and tear.

For holidays I reckon you save the 30s. a week, which would pay for fares, &c., provided you stay with friends. The

only alternatives seem to be to live in one room, which is surely unhealthy, or a boarding-house, and their prices have gone up considerably.

Rent of an unfurnished room per annum, £26; gas and electric light, £4; weekly expenses, £78; dentist, doctor, &c., £4; dress and small presents, £20; total for the year, £132. The £78 for weekly expenses are calculated as follows: Dinners from the restaurant at the flat, 10s.; breakfast and Sunday supper, 4s. 9d.; breakages, 6d.; wood, coal, oil, cleaning materials, 1s.; washing, 2s.; charwoman, 2s.; travelling expenses to office, 2s.; lunch and tea at office, 3s. 9d.; stamps, notepaper, newspapers, extra buses, 3s.; making the amount for one week 30s.

Example B.—As I am supporting myself entirely on my own earnings and am not living at home, I can speak feelingly on the subject. Before the war broke out I used to pay 16s. a week for food and apartments, but since August 1914 this has gradually increased until it has now reached the sum of 21s. per week. Subtracting this from 32s. 6d., a margin of 11s. 6d. is left for clothes, fares, postage, medical attendance, incidental expenses, and gift money. It is hardly necessary to say much about the increased price of clothing, as everybody knows how excessive this has been since the war began. A tailor-made costume which formerly cost three guineas now costs four. All woollen goods have gone up quite 50 per cent. in price, and added to this is the fact that, in spite of the highly increased cost, these goods are greatly inferior in quality to those sold before the war, and therefore wear out much more quickly and have to be replaced far more constantly. Boots and shoes are also much dearer—in fact, everything wearable has gone up in price to an alarming extent. The increased postage in these days, when everybody's correspondence is more or less heavy, is also a matter for consideration. Again, as I do not come under the National Insurance scheme, doctors' bills are a very serious item in my expenditure. I had a month's sick leave in February, and now find myself saddled with a doctor's bill amounting to nearly £3 10s. All this money has to come out of the margin of 11s. 6d. per week. I have put gift money in a class by itself, as in these days of war subscriptions and funds of all kinds, this forms quite a

large item in everybody's expenditure, and the poorest of us have our generosity constantly appealed to in this way.

Example C.—I want to tell how frightfully difficult it is to live on the present salary we are receiving in view of the increased cost of living. I have found the greatest difficulty in securing a furnished bedroom at a low rent in anything like a respectable neighbourhood and approaching the standard of cleanliness which one must have. At the present moment I am in a very small room at a rent of 10s. 6d. You will realise its size when I tell you that if I want to write or study at a bijou table I have to put up my bed! (It is a collapsible one.) There is no wardrobe—just a few pegs. . . . Breakfast and dinner cost 17s. 6d. a week, which, together with rent, amounts to 28s.; beyond this I pay 2s. for coal, my lunches and teas must cost at least 6d. a day, and in addition there is laundry, which with its extra tax amounts to 1s. 3d. at the lowest per week. My salary is £101. My total expenditure for the year at this rate works out at £90 7s., leaving a balance of £10 13s. for travelling expenses, clothes, holidays, stamps, and incidental expenses. It is an obvious impossibility for anyone dependent on their salary to live on such a small balance without suffering through lack of food, clothes, and holidays. The result must be in the long run detrimental to the work.

Example D.—I think perhaps you will be able to understand better some of the tribulations of one situated as I am, with no home to fall back upon, and having to pay rent, be properly fed, and decently clad out of the existing stipend, if I give you some details of the approximate increase in my expenditure. The weekly cost of coals and light has increased from 3s. to 4s. 6d., laundry from 2s. to 3s. 6d., charwoman from 3s. to 4s. 6d., bread from 9d. to 1s. 4d., cheese, meat, fish, eggs, and milk from 6s. to 10s., groceries 2s. to 4s., vegetables and fruit from 1s. 6d. to 2s. 6d., raising the weekly total from 18s. 3d. to £1 10s. 4d. The cost of replacing such household articles as glass and hardware is double, and this also applies to clothing.

Example E.—My present salary amounts to £91 5s. Prices have so much increased and are still rising that the cost of living is infinitely greater than it was a year ago. I

used to be able to live on 25s. per week inclusive of rent, but now, although I have moved into cheaper rooms which by the way are unfurnished, my total expenditure is greater, and amounts very often to 35s. per week. The prices in all laundries have been raised on each thing, and in addition there is an increase of 10 per cent. on the weekly bill. I think you will see that for me, at any rate, there is a very narrow margin left by the end of the month, so I am always in debt.

Example F.—I have made a good many inquiries as to possible rooms and boarding-houses and find that the cheapest prices are as follows : Bed-sitting room, 13s. per week ; breakfast, 1s. per day ; dinner, 1s. 6d. per day ; and there appear to be always extras of some sort—i.e. gas, fire in the winter, &c. Worked out on the basis of a room all the year round, or meals for forty-four weeks, and allowing only 9d. per day for lunch and tea, this comes to roughly £79 per annum. Laundry at the present time must be at least £3 3s. per annum. Supposing, therefore, that one has £100, it means about £18 left for clothing, travelling to and from district, fares home three times a year, postage, stationery, charity, subscriptions. One certainly cannot have any kind of recreation (going away for week-end or into the country on Saturday, nor even to see a friend unless she is within walking distance), or reading, because one can neither buy books nor join a library. And if one pays for one's own holidays, one certainly will not have any ! So it seems to me one is confined to a small bed-sitting room in all one's spare time, with only barely enough to eat at the rate I have calculated. In my poorest days I found I could not dress under about £16 per annum, and that of course was before war prices for shoe-mending, &c.

Comment on these examples is available from various sources. (1) From an experienced social worker who arrives at this conclusion and supports it from six contemporary examples among her own friends ; cheap lodgings suitable for a lady are very hard to find in London, and 30s. per week must be put down as the minimum expenditure on board and lodging for a worker 'in good health, able to look after herself and with a home to fall back upon. When dress, dentist,

and doctors are added, £100 will be found the minimum income she can live upon, and even then she must be a very good manager. If she has no home to fall back upon she must have £150, and, if she has to provide for old age, not less than £200.' (2) We have the budgets of two pairs of social workers living together in flats in industrial districts—to wit, Shoreditch and Lambeth respectively. Rent 14s. and 15s. respectively, service 10s. 9d. with food and 7s. without (two hours daily), coal and gas 4s. 3d. and 3s., laundry 5s. and 4s. Dress is variously estimated at £20 and £25, and the annual expenditure per head, including lunches and teas out, fares, holidays, gifts, pleasures, stationery, &c., is put at £117 and £120. Nothing is said in either case about sickness. In these budgets the phrase is used 'with no time to do their own housework.' It is not an unreasonable phrase in any of these cases, but it is not to be inferred that the workers cited above who do their own housework do less social work! It would be more true to say that to these more highly educated workers with their wider range of objects of attention and anxiety it would be a much greater effort to address themselves to housework at the end of the day. A member of the Inquiring Committee finds that with dress at £25, the above items (i.e. no doctor or dentist) should be covered by £115 8s., if the worker has friends to stay with during holiday and not more than 1s. 6d. per week to spend on fares to and fro her work, and adds: 'The above is a very rough estimate of what a social worker can live on at the present time. A prolonged continuation of this very limited income might eventually exercise a narrowing influence on her outlook and so impair her efficiency. Of course, some minds are capable of getting beyond their surroundings.

'If the social worker has any organising work, or is dealing with plutocrats, it is most important that she should be well dressed. Human nature being such as it is, the well-dressed woman has a great advantage over her dowdy sister, and the knowledge that she is looking her best will often give her the necessary assurance.

'The Church worker living in a cheap locality could certainly live on less, as her actual living expenses would be smaller and she would require fewer clothes.'

We have also two approximate budgets of social workers living at a somewhat higher rate, but carefully. Rent, attendance, heat and light 22s. 6d. (rooms), 25s. 6d. (small house, daily servant), and the total household expenditure, including personal washing, £130 and £104 respectively. Clothes are put down at £35 to £40 normally, but £15 in time of war. If the small house were shared the cost would be £97 7s. 6d. per annum each. No other personal expenses are included in these figures.

This seems the right point at which to bring in the memorandum referred to above as being too valuable to break up. The writer says: 'The facts and figures given below as to the expenditure on living common among educated women-workers are not hypothetical or suggestions, but are the actual facts of pre-war expenditure, either by the writer or those among whom she has worked and with whom she has had such intimate acquaintance as will guarantee their correctness. They cover a period of about twenty-five years. The kind of woman-worker whom these figures and facts refer to are those who, as beginners or less skilled workers, earn about £50 to those who earn £150 or a little more.'

INCOME OF £50 (AWAY FROM HOME).

A girl (26), known to writer, lived for six years on £50 a year, and was entirely self-supporting, her mother being a widow left with no income.

Occupation.—Dispenser to a doctor (not long hours).

A. District.—A well-known and rather fashionable town about 8-10 miles from London.

Mode of Life and Expenditure.

Boarded (with three others), paying 13s. a week inclusive. Her fellow-boarders were working girls—two were elementary school teachers. She had a small but comfortable bedroom to herself, shared common sitting-room. Food plain, good, plentiful. Had all necessities for living. She was a good needlewoman: made blouses in some free hours, also skirts, &c., and so could just make two ends meet. Washing about 1s. 3d. week. Say, board, lodging, and washing £36 a year. Clothes £14. This girl had a great struggle to keep going,

and had no margin for a present, a holiday, provision for sickness or old age.

B. Several girls who earn this income or up to £65 live at Y.W.C.A. Homes or similar hostels which cater for these. Here they have cubicles and a livelier time, but standard of life is lower, and there is little quiet time.

C. It is *possible* for a girl at this wage to live in a furnished room at 6s. a week and keep herself and have part attendance from landlady. This is *a very poor return for money spent*.

D. Or she may have a good unfurnished room for this sum (or two for a little more). If she does for herself, or if two share two rooms, the above income provides a comfortable home with a small margin.

INCOME £75 TO £80.

A. Boarded at quite a nice house for 21s. a week and 18s. when she went away for week-end. She had only to board about forty-two weeks in year. Say average for living £50 year. No railway fares, lived near work. Little expense in holiday, went home. (Washing, say £4 a year.) Could save a very little towards sickness. No margin for saving for future.

High School Mistresses (Beginners). District a S.E. Suburb.

B., C., D. lodged together at 25s. weekly, rooms and attendance; two bedrooms, two shared large room, one had small one (equal rent 8s. 4d. each). Fires 2s. 6d. (10d. each). Board at home 21s. for three a week, plus 4s. 2d. a week each dinners at school. Expenditure each 21s. a week (about).

District a S.E. Suburb.

A small co-operative house was a fairly satisfactory experiment tried by four H.S. mistresses, who by living thus did not spend more than 21s. a week. These earned £80 to £120, and there were two students also. In this house, in good situation, there were three sitting-rooms (one in semi-basement), seven bedrooms (three small). Each of the four mistresses paid 21s. weekly, or 18s. if they had dinner at school or went home for week-end, and they did not pay during holidays—twelve weeks in year. Service (two ser-

vants, one permanent, one day girl) £30. Washing (not personal) about £10, gas and fires about £10. In all about £120. Cost of food for each person a week averaged 7s. or 8s., according to number. The drawback to this arrangement was that the house expenses (but not those of food) went on for fifty-two weeks, whereas the residents only paid for forty weeks. To remedy this two students were taken instead of fifth mistress. These shared a room and sitting-room and paid more than rest—25s. weekly. Those living thus, if earning £100, had a limit for saving, and holidays and some outings, &c. Each bedroom was like a bed-sitting room, and had gas-fires (extra pay).

D. For five years the writer lived in various lodgings with a friend. Rent (sitting-room and two bedrooms) 25s. Coals 2s. 6d. a week. Food about 8s. 6d. each. Average cost of those years 21s. to 23s. a week. At this rate, out of £100, there is but a small limit for saving, holidays, and books. But there is a small limit. (Same district as house was.)

E. For seven years the writer, for special reasons, lived on £80 a year, not touching private income (except for travelling).

District.—The working-class part of a fashionable South Coast watering-place. Rents very varied, according to the locality. This was a quiet (fairly) respectable healthy road.

Mode of living.—Unfurnished rooms and attendance 10s. 6d. a week. Very nice rooms, good view. Landlord, carpenter and jobbing builder. Attendance very good. Rent of house would be £26. Allowed the landlady to let the rooms for herself in August. Cost of living never more than 21s., often 18s. Trams up hill to get home about 1d. or 2d. a day. Took lunch to office. This expenditure did not cover travelling expenses in holidays.

H. Lived in an adapted flat (not a modern newly-built flat). Good rooms for £25. Day attendance 5s. week. Gas-fires 2s. 6d. and gas about 1s. Cost of living about 25s. weekly.

General Remarks.

The writer, after an experience of providing suitable residence for herself for a period of twenty-five years or more, during which time she has also been in close and daily

contact with other women wage-earners of from £75 a year upwards, ventures to make the following remarks :—

There is no doubt that as far as food and fire and lodgings and clothes are concerned it is just possible, with a great deal of self-denial and probably anxiety, to live on £80, but such a woman cannot save for sickness, old age, and can have few stimulating and necessary holidays, few books, concerts or theatres, all of which a happy, healthy, well-educated young woman should have. On £100 things are better, but to save on £100 and have a holiday needs especially good management. Many fail to get enough to live on out of this salary, because they have not been trained in the ethics of expenditure.

Before the War it was common to hear a few girls say, 'I cannot live on £100'; while others lived and saved and helped others on that sum, which also has to maintain a family in another sphere of life.

'I cannot live, &c.,' generally means 'I cannot live as I *want* to in the district I prefer or where a friend will live with me that I must live with'; or in the kind of flat or rooms 'I wish'; above all, away from the district where 'work is.'

But I believe these are the exception, and that the ordinary well-educated gentlewoman wage-earner spends carefully, most unselfishly, and intelligently, and gets the best out of life with her income.

I would most earnestly press on those who are considering the salaries of women-workers not to aim at giving them the minimum salary on which a woman who is a thrifty, careful housekeeper can live. 'Life' is more than this. It is liable to be forgotten that large numbers of women-workers have to help or even maintain (in some cases) a mother or other relations, all of which they do as a matter of course. It would never occur to them they could do otherwise. Roughly speaking, I should say a large proportion of those with whom I have been associated through a long working life have had these claims on their earnings. In arranging 'scales' of salary for women it seems to be taken for granted that they have no dependants.

If a woman has no provision for the future she *must* earn such a salary as will enable her to provide for herself as well

as live now. If a girl has no home to go to in holidays, or has to pay when home (as many have), that makes it more difficult to live on her earnings; some provision for sickness *must* always be made by the girl if her home people are not well off. So any scale of salary that presupposes that a woman has only to provide enough to live on from week to week cannot be adequate or just to the worker.

I would suggest the following hints as indicating lines on which women-workers' incomes may be made to go as far as possible. They should not spend too much on rent. This is often too high in proportion (one-fifth of income if possible). It is a great saving wherever possible (I should even say if not impossible) to live in the district where they work. There are few districts where there are not quiet roads or streets in which a home of one sort or another can be found. This course has, to my mind, many advantages.

Modern newly-built flats are a very expensive form of rent. Old-fashioned flats, unfurnished rooms in one story, or part of a small house, are much less expensive and are often very comfortable. The secret of making the most of the money that is spent on living is not to live alone. For the girl who has to live away from home and does not like to board with a family or in a hostel, &c., it is found that two, three, or four girls sharing a house or rooms can live much better and on about one-third less than by living alone. Lunch taken from home and not bought in shops is a definite gain as to cost. I saw a charming house in a northern city a few weeks ago run and furnished by three girl workers (large old-fashioned house and garden, three storeys, at £28 a year, *not in good residential district*) where I should say living, in a delightful way, would cost about 25s. each a week—or less.

The Committee scrutinising the material are of opinion that a small house taken jointly by three or four social workers promises very well as a combination of economy and comfort. Parents of young ladies entering upon social work might be well advised to spend the money necessary for the simple furnishing of such a house, and would be recouped by the saving effected on this mode of life. It would mean a garden—a source of rest and recreation to the workers all through the summer. The weak point in this arrangement

lies in the frequency of transfers from district to district of workers engaged by organisations operating over large areas. If, however, three out of the four workers were attached to local enterprises, it would often be found feasible for them to receive the successor to the lady transferred or to replace her otherwise.

SETTLEMENTS, CLUBS, HOSTELS, MISSION HOUSES, NURSES' HOMES, &c.

The well-known Ladies' Settlements in London hardly need description here. They are all subsidised by associations of subscribers, and their purpose is to enable volunteer social workers to reside and work in industrial districts. Some salaried social workers are, however, allowed to live at them, while it is one of their main objects to receive persons in training for social work, paid or otherwise. At the present time their charges are as follows: Lady Margaret Hall, Kennington Road, S.E., £50 per annum, residents for less than three months, 25s. weekly. St. Hilda's East, Bethnal Green, 23s. weekly for residents. Talbot House, Camberwell, £50 a year. Ratcliff Settlement, Stepney, E., 30s. weekly. Presbyterian Settlement, Poplar, E., 15s. weekly. A worker in a Settlement quotes weekly expenditure as follows: Board and lodging, £1 1s.; extra food, 1s.; gas-fire in room, 6d.; personal washing, 1s. 6d.; clothes at £20 per annum, 7s. 6d.; holidays, stationery, and incidental expenses, 5s.; total for the week, £1 16s. 6d.

The Secretary of Hopkinson House has most kindly supplied a list of hostels and clubs and particulars of the charges:

LIST OF HOSTELS.

Hopkinson House, 88 Vauxhall Bridge Road.
 Brabazon House, Moreton Street, Vauxhall Bridge Road.
 St. George's House, 82 Vincent Square, S.W.
 Nutford House, Brown Street, Marble Arch, W.
 St. Clement's House, Bolsover Street, W.
 G.F.S. Diocesan Lodge, 29 Francis Street, S.W.

All these are houses built for the purpose and run on the same lines.

The Warwick Club, 21 St. George's Square, S.W.

The Suffolk Club, 97 St. George's Road.

St. George's Hostel, 79 Gloucester Street, S.W.

The Twentieth Century Club, Stanley Gardens, Notting Hill.

COST OF LIVING AT HOPKINSON HOUSE.

Average rooms are 10s. 6d. a week, which includes separate furnished bedroom, use of sitting-rooms, unlimited baths (hot and cold), electric light, and fires in the sitting-rooms.

In the winter the house is heated by hot water, the pipes running through every room and cubicle. In a few rooms gas stoves, with 1s. in the slot meter, are provided.

Breakfast and dinner, with four meals on Sundays, cost 10s. a week, and deductions are made on this partial board up to four dinners a week, if missed, at 9d. each.

Four meals every day cost the resident 12s. a week.

In a room at 10s. 6d. a week a resident therefore pays 20s. 6d. for a room and partial board, 17s. 6d. if four dinners are missed in the week, 22s. 6d. if four meals every day are taken. These prices refer to the average rooms, but the rents of rooms vary every 6d. from 7s. 6d. to 14s., according to size and position in the house, and cubicles range from 5s. to 7s. a week.

The board is alike for all.

A resident can therefore pay as little as 12s. a week for a cubicle with minimum board, and as much as 26s. for the largest room with full board.

There are four rooms only in the house, which are let as double rooms at 16s. 6d. to 18s. 6d. a week.

In case of illness all attendance is given, and the patient is thoroughly nursed, without any additional expense to the patient unless it is found necessary to get a nurse. One of the staff always attends the doctor and gets his report and instructions, and any special food ordered is supplied.

There are no bells in the bedrooms. It is impossible to give individual attention to the residents except in case of illness. As there are three bathrooms on every floor, hot

water is easily obtained, and as there is always a housemaid at work on each corridor, a hand bell in case of illness is sufficient.

The residents make their own beds, but everything in the way of cleaning the rooms is done for them.

Boots can be cleaned at 1*d.* a pair.

We understand that Hopkinson House pays a dividend of $4\frac{1}{2}$ per cent., that the charges of the others are slightly higher, that all of them are always full with a long waiting list. A resident at St. George's House finds her weekly expenditure there (lunch and tea out except on Sundays) comes to 24*s.*; one at the Twentieth Century Club quotes the same figure.

A worker residing at Hopkinson House speaks highly of the attention received in sickness. Some temperaments seem unsuited to the life, but the length of stay of some people at these places argues well for their contentment. They are intended for educated women earning their living, and references are required from applicants.

An institution designed to meet the needs of workers of another standing is

THE STEAD HOSTEL, ST. GEORGE'S ROAD, PIMLICO.

An adapted house for twenty-nine business girls. There are no single rooms. Cubicles and double rooms at 4*s.* and 5*s.* a week. There are no washstands provided in the bedrooms or cubicles. Everyone uses the bathrooms.

The charges for meals are breakfast 5*d.*, dinner 7*d.*, tea 4*d.*, supper 5*d.* (a hot dish, bread and butter, coffee or cocoa).

We do not know the extent of the endowment. If prices keep up after the war and official and voluntary agencies do not find it possible to maintain their war bonuses indefinitely, a hostel run on cheap lines, but reserved for social workers of a certain standing, might prove a boon.

This is the yearly expenditure of a social worker living in a residential club for educated working women.

Partial board (breakfast and dinner), rooms, &c., £57 4*s.*; lunch and tea at 9*d.* a day, £13 13*s.* 9*d.*; travelling expenses, £11 14*s.*; stamps and stationery, £2; laundry, £3 18*s.*; meals

for friends, £2; holiday travelling expenses, £4; clothes, hats, shoes, &c., £24; total for the year, £118 9s. 9d.

As the estimate shows, no allowance is made for doctor, dentist, or amusements other than one month's holiday. It is very rough, and only one estimate of the sort of thing since prices have increased.

Two social workers residing at the 'Ada Lewis Home' (endowed and intended for quite a different type of resident) give us the following particulars of their expenditure. Rent of room with heating, light, and baths, 6s.; food, four meals at the restaurant in the house, 14s. 6d.; newspapers and stamps, 6d.; bus fares and laundry, 2s. 6d.; weekly total, 23s. 6d. Rent of cubicle, including heat, light, and baths, 3s.; food (as above), 14s. 6d.; newspapers, stamps, &c., 6d.; bus fares, 2s. 6d.; weekly total, 20s. 6d.

We have some particulars from three parish Mission Houses. At one the residents pay £2 2s. per week, but this payment includes a contribution to the support of a working girls' club. At another—in the East End—a charge of 15s. per week is made to ladies working in the parish, otherwise £1 1s. At another—also in the East End—those of the residents who pay are charged £1 1s. per week; some pay nothing, while others receive board and lodging and a salary.

District Nurses' Homes, North and East London.—We have particulars of the expenditure on food for ten and eleven persons respectively, and we have it for the summer of 1913 and that of 1916 in both cases. The diet remains a generous one, including meat, fish, eggs, milk, vegetables, and fruit in generous quantities. Economies have been introduced for the war, but it remains a generous diet. The North London Home spent 10s. 6d. per week per head before the war, 12s. 6d. now; the East London Home 5s. 10d. (13 persons) before the war, 8s. now. These figures were arrived at by analysing the actual bills.

For those by whom matter is more readily grasped when presented in the form of comparative tables, we print some tables prepared by two social workers from personal and other first-hand information, with correct figures for November 1916.

Commodity	Furnished Bed-Sitting Room			2 Furnished Rooms: 2 People		
	Per Week	For 45 Weeks	For 52 Weeks	Per Week	For 45 Weeks	For 52 Weeks
	<i>s. d.</i> 12 6	£ <i>s. d.</i> 28 2 6	£ <i>s. d.</i> 32 10 0	<i>s. d.</i> 11 3	£ <i>s. d.</i> 25 6 3	£ <i>s. d.</i> 29 5 0
Rent and service . . .	(10 0) <i>h</i>	(22 10 0)	(26 0 0)	(9 0) <i>h</i>	(20 5 0)	(23 8 0)
Food : Lunches and teas at office	3 10 <i>a</i>	8 12 6	9 19 4	3 10 <i>a</i>	8 12 6	9 19 4
Other meals . . .	12 6 <i>b</i>	28 2 6	32 10 0	11 3 <i>e</i>	25 6 3	29 5 0
Light and heating . .	—	4 5 6 <i>c</i>	4 15 3 <i>a</i>	—	2 8 4 <i>f</i>	2 14 2 <i>g</i>
Washing	1 6	3 7 6	3 18 0	1 6	3 7 6	3 18 0
Household expenses	—	—	—	—	—	—
Clothes	—	20 0 0	20 0 0	—	20 0 0	20 0 0
Travelling	3 0 (1 0) <i>i</i>	6 15 0 (2 5 0)	6 15 0 (2 5 0)	3 0 (1 0) <i>i</i>	6 15 0 (2 5 0)	6 15 0 (2 5 0)
Stationery	1 0	2 5 0	2 12 0	1 0	2 5 0	2 12 0
Totals	—	101 10 6 <i>A</i>	112 19 7	—	94 0 10 <i>A</i>	104 8 6
—	—	(91 8 0) <i>B</i>	(101 19 7) <i>L</i>	—	(84 9 7) <i>B</i>	(94 1 6) <i>B</i>

a = 6 lunches at 6*d.* each, and 5 teas at 2*d.* each.

b = 7 breakfasts at 6*d.* each, 7 dinners at 1*s.* 2*d.* each, Saturday and Sunday tea and Sunday supper at 10*d.*

c = 45 weeks light at 9*d.* per week, and 23 weeks coals at 2*s.* 3*d.* per week.

d = 52 weeks light at 9*d.* per week (average), and 25 weeks coals at 2*s.* 3*d.*

e = breakfasts at 6*d.* each, 7 dinners at 1*s.* 1*d.* each, Saturday and Sunday tea and Sunday supper at 9*d.*

f = 45 weeks light at 6*d.* per week per head (average), and 23 weeks coals at 1*s.* 1½*d.* per week.

g = 52 weeks light at 6*d.* per week per head, and 25 weeks coals at 1*s.* 1½*d.*

h = exceptionally low rent—not always possible to obtain.

i = lower rate of travelling expenses—only possible when home is near office.

A = Total expenses for 45 weeks. In addition to ordinary holiday expenses, part or whole of rent for room during absence on holidays will probably have to be paid out of balance.

B = Expenses for 45 and 52 weeks where it is possible to find rooms at specially low rent and quite near to office.

Commodity	Club or Hostel—Type I.						Club or Hostel—Type II.					
	Per Week	For 45 Weeks		For 52 Weeks			Per Week	For 45 Weeks		For 52 Weeks		
	<i>s.</i> <i>d.</i>	<i>£</i> <i>s.</i> <i>d.</i>		<i>£</i> <i>s.</i> <i>d.</i>			<i>s.</i> <i>d.</i>	<i>£</i> <i>s.</i> <i>d.</i>		<i>£</i> <i>s.</i> <i>d.</i>		
Rent . . .	—	—		—			12 6	28 2 6 ^h		32 10 0		
Service . . .	—	—		—			(10 0) ^h	(22 10 0)		(26 0 0) ^h		
Food : Lunches and teas at office	19 4 ^j (17 4) ^k	43 10 0 (39 0 0)		50 5 4 (45 1 4)			3 10 ^a	8 12 6		9 19 4		
Other meals	—	—		—			12 6	28 2 6		32 2 10		
Light and heating .	—	4 5 6 ^c		4 15 3 ^d			—	4 5 6 ^c		4 15 3 ^d		
Washing . . .	1 6	3 7 6		3 18 0			1 6	3 7 6		3 18 0		
Household expenses	—	—		—			—	—		—		
Clothes . . .	—	20 0 0		20 0 0			—	20 0 0		20 0 0		
Travelling. . .	3 0 (1 0) ⁱ	6 15 0 (2 5 0) ⁱ		6 15 0 (2 5 0) ⁱ			3 0 (1 0) ⁱ	6 15 0 (2 5 0) ⁱ		6 15 0 (2 5 0) ⁱ		
Stationery. . .	1 0	2 5 0		2 12 0			1 0	2 5 0		2 12 0		
Totals . . .	—	80 3 0 ^A		88 5 7			—	101 10 6 ^A		112 19 7		
—	—	(71 3 0) ^C		(78 11 7) ^C			—	(91 8 0) ^B		101 19 7 ^B		

j = Partial board and cubicle at 15s. 6d. per week, and office teas and lunches at 3s. 10d. per week (see *a*).

k = Partial board and cubicle (very small, with no window) at 13s. 6d. per week, and office lunches and teas at 3s. 10d.

C = Expenses at club for very small cubicle without window and where club is quite near the office.

Type of resident and lack of privacy make majority of social workers very unwilling to live in club Type I. Generally depressing surroundings and difficulty of entertaining friends would probably impair efficiency of social workers working long hours. This applies specially to the smaller cubicles without windows.

Commodity	Workman's Flat: 2 Rooms and Scullery; 2 People—per Head			Workman's Flat: 3 Rooms and Scullery; 3 People—per Head		
	Per Week	For 45 Weeks	For 52 Weeks	Per Week	For 45 Weeks	For 52 Weeks
Rent	<i>s. d.</i> 4 3	<i>£ s. d.</i> 9 11 3	<i>£ s. d.</i> 11 1 0	<i>s. d.</i> 4 9	<i>£ s. d.</i> 10 13 9	<i>£ s. d.</i> 12 7 0
Service	1 6	3 7 6	3 18 0	1 6	3 7 6	3 18 0
Food: Lunches and teas at office	3 10 _a	8 12 6	9 19 4	3 10 _a	8 12 6	9 19 4
Other meals	12 4 _l (10 8) _m	27 14 6 (24 0 0)	32 1 4 (27 14 8)	12 4 (10 8)	27 14 6 (24 0 0)	32 1 4 (27 14 8)
Light and heating	— —	2 19 8 _n (4 2 2) _r	3 7 2 _o (4 13 2) _s	— —	3 10 10 _p (4 13 4) _t	4 0 2 _q (5 6 3) _u
Washing	2 0	4 10 0	5 4 0	2 0	4 10 0	5 4 0
Household expenses.	(6)	1 2 6	1 6 0	(6)	1 2 6	1 6 0
Clothes	—	20 0 0	20 0 0	—	20 0 0	20 0 0
Travelling	3 0 (1 0) _i	6 15 0 (2 5 0)	6 15 0 (2 5 0)	3 0 (1 0) _i	6 15 0 (2 5 0)	6 15 0 (2 5 0)
Stationery	1 0	2 5 0	2 12 0	1 0	2 5 0	2 12 0
Totals	—	86 17 11 _A	96 3 10	—	88 11 10 _A	98 2 10
	—	(79 15 11) _D	(88 13 2) _D	—	(81 9 7) _D	(90 12 3) _D

l = 7 breakfasts at 5*d.* each, 5 dinners (at restaurant) at 1*s.* 4*d.* each, 2 dinners at home at 1*s.* each, Saturday and Sunday tea and Sunday supper at 9*d.*

m = 7 breakfasts at 5*d.* each, 7 dinners at home at 1*s.* each, Saturday and Sunday tea and Sunday supper at 9*d.*

n = 45 weeks light and gas for cooking breakfasts at 9*d.* per week per head, and 23 weeks coals at 1*s.* 1½*d.* per week per head.

o = 52 weeks light and gas for cooking breakfasts at 9*d.* per week per head, and 25 weeks coals at 1*s.* 1½*d.* per week per head.

p = 45 weeks light and gas for cooking breakfasts at 1*s.* per week per head, and 23 weeks coals at 1*s.* 1½*d.* per week per head.

q = 52 weeks light and gas for cooking breakfasts, and 1*s.* per week per head, and 25 weeks coals at 1*s.* 1½*d.* per week per head.

r = '*n*' with 6*d.* per week per head added for gas for cooking dinners.

s = '*o*' " " " " " " "

t = '*p*' " " " " " " "

u = '*q*' " " " " " " "

D = Expenses where flat is near work and where evening meal is prepared by the worker. This is probably not possible where work is tiring and hours long if full efficiency is to be maintained.

NOTE.—In the budgets for workmen's flats it is assumed that the tenant possesses her own furniture. Otherwise the scheme is impracticable.

Memoranda on Official Papers.

LOCAL GOVERNMENT BOARD. MATERNITY AND CHILD WELFARE.

Circular and regulations issued by the Board on September 23, 1916. (Price 2d. Issued October 1916.)

The Local Government Board have continued the useful practice they adopted with regard to their circulars on Venereal Diseases by binding together in the present pamphlet the various circulars, &c., they have issued with regard to maternity and child welfare. The pamphlet contains (1) Circular issued by the Board on September 23, 1916; (2) Regulations made by the Board on September 23, 1916; (3) Circulars and Memorandum issued by the Board on July 30, 1914; (4) Circulars issued by the Board on July 29, 1915; (5) Memorandum by the Medical Officer of the Board on Health Visiting and Maternity and Child Welfare Centres, dated November 1915, and issued February 1916. Circulars 3, 4, and 5 have been already reviewed in previous issues of the quarterly paper. The Regulations (2) take the place of the regulations issued on July 7, 1915.

The new circular (1) is not only the covering circular to the regulations, but acts as a general introduction to all five publications. It commences by urging the importance of local authorities undertaking comprehensive schemes, and then passes on to deal with the ways in which the various types of local authorities can deal with the matter. The circular then deals with the following subjects: (a) Instruction of Midwives; (b) Health Visitors, with regard to which the Board state that they have 'to record the provision of adequate home visiting as the most important element in any scheme of maternity and child welfare. . . Local authorities should, as a rule, aim at securing a staff equal to one whole-time health visitor for each 500 births. It is important that the visiting of children should be extended to school age, and that ante-natal visiting should be undertaken'; (c) the provision of midwifery schemes, outlining the object of the grant and the methods in which it may be used; the provision of doctors in midwifery cases; (d) the provision of maternity centres; (e) the provision of infant welfare centres: the provision of medical attendance at the centre; (f) hospital

treatment: this section is new and allows grants to voluntary hospitals for certain specific purposes. In all these cases close co-operation with the local medical officer of health is urged. It is suggested as desirable that local authorities should provide a health visiting staff, and that the medical officer of health should have some general supervision over the centre.

Interesting paragraphs follow with regard to the constitution of the infant welfare sub-committees authorised under the Notification of Births (Extension) Act, and the manner in which voluntary organisations should be represented on them.

CENTRAL CONTROL BOARD (LIQUOR TRAFFIC). FEEDING OF THE MUNITION WORKER. (Price 6d. Dated October 1916.)

This little pamphlet will be of interest to all those affected by the problem of feeding large numbers of persons in works, and, indeed, generally. It is described as being a comprehensive and practical guide to canteen construction and management, and it deals with the scope and the various forms of the industrial canteen. It recalls the recent progress with regard to their formation and the assistance afforded by the Government in the matter. It goes into considerable detail, and suggests methods of service, staff of canteen, system of taking cash, tariff, construction of canteen, &c.

INTERIM REPORT OF THE COMMITTEE APPOINTED BY THE BOARD OF TRADE TO INVESTIGATE THE PRINCIPAL CAUSES WHICH HAVE LED TO THE INCREASE OF PRICES OF COMMODITIES SINCE THE BEGINNING OF THE WAR. (Cd. 8358. Price 2½d. Issued October 1916.)

This Committee was appointed in June 1916. The general matter of the report scarcely lends itself to any detailed review in our columns. The three matters dealt with are meat, milk, and bacon. With regard to these matters they make a number of recommendations, but the most interesting one to social workers is perhaps the following:

We recommend that in the present emergency all local authorities (including the London County Council and the Metropolitan Borough Council) should be urged to start a sufficient number of maternity centres, baby clinics, and child nurseries, and should be empowered to provide a certain supply of milk to children under the age of five and dinners to expectant mothers;

that doctors in charge of maternity centres, crèches, baby clinics or nursery schools should be authorised to order milk and dinners for expectant or nursing mothers, for babies that cannot be nursed by the mothers, and for children under the age of five; and that the cost of milk as well as that of dinners to expectant and nursing mothers, if incurred at such institutions on the certificates of duly qualified medical men, should be allowed as part of the expenses towards which special grants are made by the Local Government Board and the Board of Education.

FORTY-FIFTH ANNUAL REPORT OF THE LOCAL GOVERNMENT BOARD FOR THE YEAR 1915-16. Part I.—Administration of Poor Law; Special Work arising out of the War. (Cd. 8331. Price 2d. Issued December 1916.)

This report records a further decrease in the total number of recipients of poor law relief of 71,000, the figures now standing at 581,101. Special returns have been prepared with regard to the number of aged poor over seventy, the total number relieved on January 1, 1916, being 54,539, 2,000 less than January 1, 1914. Of the total number of persons over seventy receiving poor relief other than non-disqualifying, only 2,459 were in receipt of outdoor relief. 'These figures show that apart from old-age pensioners receiving non-disqualifying relief, persons over seventy years of age receiving out-relief have ceased to be more than an inconsiderable fraction (0.7 per cent.) of outdoor pauperism.'

With regard to the Unemployed Workmen's Act, it is interesting to note that no applications for grants were received at any of the district committees, and it was not found necessary, therefore, to appropriate any part of the annual Parliamentary grant of £50,000 voted for this purpose.

A special section is devoted to the work arising out of the War. With regard to civil relief, there is little to report, except with regard to certain districts in the East Coast towns. Other headings under this general section deal with internment camps, assistance to destitute aliens, war refugees, &c. The Board have drawn up a list of charitable appeals on behalf of the Belgians, which was printed in full in Appendix No. 3 of the report. It includes no fewer than forty different funds, and the list should be carefully studied before giving any relief to Belgians. A section follows on the use of poor-law institutions for military purposes. About one-third of

the total boards of guardians in England and Wales have assisted in this matter.

There is a short report on the work in connection with the National Registration Act, 1915, Tribunals under the group system, and the work of the Intelligence Department.

FORTY-FIFTH ANNUAL REPORT OF THE LOCAL GOVERNMENT BOARD FOR THE YEAR 1915-16. Part III.—Public Health; Local Administration; Local Taxation and Valuation. (Cd. 8332. Price 2*d*. Issued September 1916.)

The first section of this report is devoted to the administration of tuberculosis, schemes for which are steadily becoming co-ordinated. Then follows a survey of other diseases, including particular references to the schemes for the treatment and prevention of venereal diseases. A special paragraph describes the formation of a central council for district nursing in London, which brings together for the first time into a single council the various voluntary bodies engaged in this work. A short section is devoted to describing the development of maternity and child welfare work, and to the efforts of the Board to secure complete schemes for maternity and child welfare brought into existence in every locality.

ANNUAL REPORT OF THE CHIEF MEDICAL OFFICER OF THE LOCAL GOVERNMENT BOARD, 1915-16. (Cd. 8423. Price 9*d*. Issued January 1917.)

From this technical report the following matter may be selected as being of more general interest. The general outlook with regard to public health is satisfactory. The tuberculosis work of local authorities has been greatly restricted by the War, and one of the most urgent of after-war problems will be to secure the early resumption and extension of this work, particularly with regard to the provision of greatly increased hospital accommodation for advanced cases of consumption. The War has had the effect of directing greatly increased attention to means for improving the health of mothers and of their children during the first five years of life. 'During 1915 work with this object has been much increased, though some local authorities still remain inert.

and appear to be unwilling to realise that the truest national economy can only be secured by saving life and improving health by all practicable means.' The low rate of increase in the population renders this problem urgent. There were 64,569 fewer births and 45,584 more deaths in 1915 than in 1914.

Much of the report is taken up with special arrangements with regard to the War in relation to various infectious diseases. With regard to venereal disease the report states : ' As this report is being written there is in active preparation a national scheme for the diagnosis and treatment of venereal diseases which promises to be among the most successful public health work of the early future.' Several pages are devoted to summarising the action of the Board with regard to maternity and child welfare work during the War. The report notes the rapid increase in the number of health visitors appointed by local authorities. In March 1914 there were 600, in November 1916 there were about 1,000.

F. G. D'AETH.

Work for Disabled Soldiers and Sailors.

(Continued from page 28.)

13. Friends of the Poor : Disabled Soldiers' Aid Committee of the.—*Correction.* 5,862 men, including countrymen, on the Society's books. About sixty or seventy a month are being placed. 200 men were placed *in the three months* ending November 2, 1916. The Society was the first to interest itself and finance men for training as electrical power-station attendants at the Northampton Institute.

14. The Goldsmiths' College Delegacy of the University of London are prepared to receive disabled officers and men and to provide suitable courses of training for the teaching profession. The Board of Education are considering proposals to admit discharged Army men who appear suitable—each case to be considered on its merits. The ordinarily required standard of physical efficiency is waived.

15. Recuperative Hostels for Soldiers and Sailors. Hon. Secretary, Dr. Davis Waite, 20 Hanover Square, W.; Chair-

man, Sir Frederick Milner, Bart.—For the curative treatment of nerve strain due to war, and the re-equipment of patients for a fresh start. Occupations to be taught: gardening, bee and fish culture, carpentering, rural wood industries, dairy and poultry farming, etc., to be taught free by experts.

Review.

FACTS ABOUT LAND.¹

THIS 'reply' of the Land Agents' Society to the report of Mr. Lloyd George's unofficial land inquiry is both detailed and uncompromising. Ninety-nine 'conclusions and suggestions' of that inquiry have been submitted to forty-one branches of the Land Agents' Society, which cover the whole of England and Wales, and they have been asked to report upon them. A mass of evidence collected in this way has been considered by the Central Committee of the Society, and the results are embodied in this volume. The 'conclusions and suggestions' meet in almost every case with a flat negative.

The Society, it is stated in the Preface, is in no way a political body; on the 'contrary, every shade of political opinion is represented among its members. It is composed of men who spend their lives in daily contact with all the practical problems of agricultural industry. . . . There are some, no doubt, who will discount part of the value of the opinions expressed in these pages as being the views of men who may be experts, but are personally interested in the maintenance of the existing system. It would not be unreasonable to make some allowance for this unconscious bias. Even then, opinions which represent the collected experience of a number of men whose life-long business it has been to study the practical details of agricultural industry in England and Wales deserve consideration . . . the more especially so because (in spite of political differences of opinion) they are virtually unanimous.'

The Society 'does not pretend that all is well with agriculture.' There are many reforms which they wish to see

¹ *Facts about Land: A Reply to 'The Land.'* The Report of the Unofficial Land Enquiry Committee. Prepared by the Land Agents' Society. London: John Murray, 1916. Pp. 316. 2s. 6d. net.

carried out; they are, however, unanimous in their opinion that these reforms do not lie in the direction indicated by the Land Enquiry Committee, but that the report of this Committee 'presents an inaccurate and partial picture of agricultural conditions in 1913. The remedies proposed are, they consider, calculated to deteriorate rather than improve the condition of agricultural labourers, and to check rather than promote the progress of agriculture.'

It is impossible within the compass of a review to do more than indicate a few of the points at issue, but we may take some of these in the order in which they come in the book.

The enquirers allege that 'over 60 per cent. of agricultural labourers receive less than 18s. a week.' The Society reply that these figures are based upon a Board of Trade return of 1907, and do not take into account the subsequent rise in wages. The figures of 1907 are not applicable in 1913. The Society publish on page 14 a table showing the earnings of agricultural labourers as estimated by the Board of Trade in 1907, and by the enquirers, the Rural League and the Central Land Association respectively in 1912-13. The estimate of the enquirers for 1912-13 is practically identical with that of the Board of Trade for 1907, whilst both the other estimates are considerably higher. The Society suggest that the conclusion of the enquirers 'represents a progressive under-estimate of earnings in every year subsequent to 1907, and that its general truth in 1913, when it was published as an up-to-date picture of rates of earnings, is not only unproved but disproved.' (P. 15.)

Again, the enquirers state that 'in only a few counties in England and Wales are the earnings of ordinary labourers sufficient to keep a family of normal size in a state of physical efficiency.' If this is the case the bulk of agricultural labourers must be physically inefficient, but the Society ask, 'Is it true that they are so?' Against such a suggestion they cite the returns of the Registrar-General for 1911 and 1912, which show that the general death-rate in rural districts is 11.4, as against 16.6 in county boroughs. Infantile mortality under one year is 75.38, as against 136.94. Moreover, 'the mortality amongst children up to fifteen in the rural areas

of the South and Midlands, which the enquirers describe as underpaid and underfed, is lower than it is in the rural areas of Wales and the North, which the enquirers treat as relatively well paid and well nourished.' (P. 43.)

They show, again, on the same authority, that with two exceptions the health of rural areas at all ages is superior to that of urban areas (p. 38), the two exceptions being influenza and phthisis at the age of twenty-five. The Society, therefore, decline altogether to accept the conclusions of the enquirers upon this point. They add that the physical soundness of the agricultural labourer is recognised in connection with National Insurance, and there is the further fact that 66 per cent. of the metropolitan police are, because of their physical efficiency, recruited from this source. (P. 44.)

The enquirers ascribe the 'great shortage of cottages in rural districts' to low wages. The Society reply that the shortage of housing accommodation is greater in urban districts where wages are high than in rural districts where they are low, and that even in places where there is this shortage it is due in great measure to the fact that cottages are occupied by postmen, policemen, railwaymen, old-age pensioners, week-enders, and others not connected with agriculture, many of whom are now housed virtually at the expense of the landlord. The Society have instituted a special inquiry on this point, and they show that 'out of 22,727 cottages built for the occupation of men employed on the land, 41 per cent. are occupied by persons engaged in other occupations than those of agriculture.' (P. 83.)

The enquirers press for a 'legal minimum wage.' The Society are unanimous in the opinion that 'a legal minimum wage would be prejudicial to agriculture and detrimental to the interests of the labourers themselves.' (P. 61.) First, in many farming operations the individual output of labourers cannot be exactly measured. 'If men are to receive the same minimum rate whatever the amount of work done, general slackness would inevitably result.' A minimum wage would, therefore, probably result in a great extension of piecework, and in that case rates would have to be fixed varying with the nature of the soil and character of the farming, and the competence or incompetence of the labourer,

an almost impossible task. A minimum wage would lead to the laying down of land to grass and the discharge of all but the most competent labourers. Again, 'a minimum wage cannot compel farmers to employ a man for a week or even for a day' (p. 65), and more labourers will in consequence be forced into the towns. 'Unsatisfactory housing conditions,' say the enquirers, 'are largely responsible for rural depopulation.' 'Rural depopulation,' say the Society, 'is not a fact but a myth.' (P. 99.) During the intercensal period 1901-11 rural districts increased more rapidly than urban districts. During that period the number of persons engaged in agriculture has increased by 40,000.

The enquirers suggest that the labourers are denied access to the land by the hostility of county councils to the Small Holding Acts. The Society point out that the report of the Small Holdings Commission of 1908 bears witness 'to the public spirit and energy which the great majority of the County Councils have displayed in the onerous and difficult task which has been placed upon them' (p.131), and they add: 'In the opinion of the Society opportunities of advancement already exist which compare favourably with those of factory workers,' and they give many illustrations from estates under the control of members of the Society in respect to men who have risen from agricultural labourers to be farmers, all independently of the Small Holdings Act. On one estate five out of fifteen, on another twelve out of twenty-two farmers were originally labourers. On another estate sixteen tenants, on another seventeen, on another fifteen, began life as labourers, and there are a number of similar instances. This is, perhaps, the most interesting chapter in the book to the social student, because it indicates the constant movement that is going on in the social conditions of agriculture as in other trades and professions. Further, they show from the agricultural statistics for England and Wales that in England 66 per cent. and in Wales 70 per cent. of the total number of holdings do not exceed fifty acres, so that 'it is inaccurate to say, as is alleged by the enquirers, that this is a country of large farms.' (P. 141.)

The enquirers say 'probably not more than one-sixth of the total number of cottages in rural districts have gardens

of one-eighth of an acre or more.' The Society meet the statement with a flat denial. The statement is based upon an official return of 1886. The Society made an inquiry upon the subject in 1913-14 in regard to 22,727 cottages, and found that 16,377 had gardens exceeding one-eighth of an acre, whilst 6,350 had not, although many of these last had allotments attached to them. Thus at least on large agricultural estates 72 per cent., not 16 per cent., have the larger amount of garden. The official return of 1886, whatever its value at the time, is now obviously obsolete.

The enquirers speak of 'a large unsatisfied demand for small holdings' (presumably by agricultural labourers). The Society quote against this the report of the Board of Agriculture for 1912-13, in which it is stated that the figures of the demand are 'largely fallacious.' That report recommends that councils should 'carefully revise their lists of unsatisfied applicants . . . the Board are convinced that the present lists include the names of numbers of men whose applications should be treated as withdrawn, as well as of others who cannot be regarded as suitable tenants.' (P. 159.) The same report states that 'the demand for self-supporting holdings by men who are willing to move to any part of the country has been almost entirely satisfied, and that the problem of acquiring suitable land in close proximity to the homes of the applicants is necessarily a slow and difficult task.' (P. 160.) Again, in 1913 the percentage of applicants for small holdings who were agricultural labourers was 24 per cent. of the total number, and the report states that 'in the majority of cases an agricultural labourer who is in regular work has neither the time nor the capital to cultivate a small holding.' The inquirers had this report before them, but are silent on these points, and the Society suggest that this is tantamount to deliberate *suppressio veri*.

The Society, like the enquirers, are entirely in favour of the creation of small holdings, but they point out the difficulties connected with variety of soil and locality, and more especially of the character of the individual. 'The small holder is of more importance,' they say, 'than the small holding.' Some of us may remember David Harum's *obiter dictum* regarding a small holding where 'nothing can be ate what can be sold, and what can't be sold must be ate.'

The above are a few of the points discussed in this book. The general verdict of the Society in regard to the report of the Land Enquiry Committee is that 'the evidence is anonymous, unsifted, unverified, and often hearsay. It is selected and marshalled by seven gentlemen inexperienced in agricultural problems who are prominently associated with one particular school of political thought. . . The report has the impression of a collection of material gathered in support of preconceived ideas and a predetermined policy.'

We shall await with some interest the rejoinder of the 'seven.' They may, for all we know, be 'inexperienced in agricultural problems,' as stated, but some of them are men of high standing in the social and political world, and they cannot afford to leave unanswered the charges of bad faith which are repeatedly made against them in this book.

W. A. BAILWARD.

Provincial Notes.

SOME interesting articles have recently appeared in the *Yorkshire Post* in which the increase in juvenile offences in various Yorkshire towns has been discussed.

The Juvenile Court statistics, if not positively alarming, are at least disquieting, especially as they suggest that we cannot accept the War and its temporary conditions as anything like a complete explanation.

Some of the figures for four cities may be quoted as illustrations.

In Leeds the number of children proceeded against in 1911 was 480, including 159 indictable offences. In 1913 the figures had gone up to 662 and 246 respectively. In 1915 they were 502 and 275.

In Bradford, a neighbouring city with about two-thirds the population of Leeds, the corresponding figures were in 1911 351 and 123, in 1913 493 and 160, and in 1915 320 and 177.

In York the figures were for 1911 86 and 34, in 1913 178 and 37, and in 1915 189 and 63.

In Hull, in the East Riding, there were in 1913 544 cases with 198 indictable offences, and in 1915 463 cases with 296 indictable offences.

Sheffield, whose population is about the same as Leeds, had its worst year in 1908, when the total number of offences was over 1,000. There was then an improvement until 1911, but for

the last four years there has been a steady increase, the total number of offences in 1915 being over 700.

For the year 1916 it appears certain that there will be a marked increase everywhere.

At the opening of Quarter Sessions for the West Riding a few days ago, the Chairman, commenting upon the serious increase in juvenile offences, said that in 1910 the number of boys brought before the Courts was 501, in 1915 this figure had nearly doubled, and was 916, while for the eleven months of 1916 to the end of November the number was 910.

It may be, of course, that General Baden-Powell is right, and that these young burglars and pickpockets are really 'splendid fellows,' full of adventurous spirits, and only needing the right sort of guidance to grow up exemplary citizens with a fine sense of honour and that disciplined manliness which we shall need in the future. Unfortunately it is certain that the right sort of guidance is not at present forthcoming. Admirable as the Boy Scout movement is, it has been contemporaneous with a steady increase of juvenile offences, and we can only conclude that it has so far failed to touch the class from which the juvenile offender is drawn. The state of the streets in the evening in these northern towns is evidence even more clear than that of the Children's Courts, and the reports of the women patrols indicate something much more unpleasant than mere mischief and bad manners.

L. V. S.

Notes on Social Work Abroad.

War Charities Regulations; Friendly Societies; Infant Life Preservation; Rent Moratorium.

FRANCE.—When an important enactment has been passed, a circular of explanations and regulations relating to it is usually addressed to the prefects by the ministerial department charged with the execution of the new law. Such a circular of instructions regarding the control of war charities, as well as an article on the same subject, appears in the *Revue Philanthropique* for October. War charities of foreign as well as native origin come under this Act; but societies which apply funds raised exclusively among their own members, without appealing to the general public, are exempt, as are also societies already recognised as of public utility. Representatives of these latter bodies are to be included in the commissions to be appointed to work the Act locally. The idea is that their position as persons themselves engaged in conducting charitable work, and yet at the same time unaffected by the new law, will make for impartiality. Authorisation is

only to be refused to *œuvres* which neglect to amend defects which the authorities have pointed out to them. The *Bulletin de Secours Mutuels* (an organ of the friendly societies) has been stirring up these and their local branches to organise systematically the visiting in hospital of wounded patients who are mutualists. In writing to support this proposal, M. Tardieu, chief of the staff at the *mairie* at Boulogne, remarks that his knowledge of English will enable him to discharge the same kindly office 'aux blessés de nos loyaux alliés.' Temporarily thrown out of action by the outbreak of war, the dislocation of industry, and the loss on the battlefield of vast numbers of their members, the great majority of the friendly societies, 93 per cent. in fact, comprising about $3\frac{1}{2}$ million members, are nevertheless resuming their normal functions. The Government is urgent in pressing upon them the claims of the wounded who may desire either to retain or to gain beneficial membership.

The problem of adapting the wounded, those especially who have lost a limb, to such rôles in industrial life as they may be capable of fulfilling is attracting a large share of attention. This is called *rééducation*. It is argued that technical training should be preceded by a course of hospital treatment directed towards bringing the stump of the injured limb into as healthy and suitable a condition as possible for carrying the apparatus—artificial leg or arm or whatever it may be—which takes the place of the missing member. An institution for this purpose has been established at Bordeaux by Dr. Gourdon, who had interested himself in the employment of the mutilated even before the war began.

The French-Canadian Hospital for French wounded installed in the Hippodrome at St. Cloud is described in the *Revue Philanthropique*. French cookery, as well as the French language, is used here for the 300 patients. The staff includes specialists and bacteriologists. Where tents are used the flooring is formed of a thick rubber carpet. The wards, however, are mostly in huts.

The cultivation of waste lands is the object of a new piece of legislation. The owners or holders of uncultivated ground in each commune are to be 'invited' by the mayor to bring the same under cultivation. In the absence of reasonable excuse by the former, the land may be requisitioned by the communal authorities and handed over to be worked by the agricultural associations referred to in the *Social Notes* for July last. Half the net profits, if any, go to the proprietor, and two-tenths extra if he has been mobilised.

With a view to the perpetuation of a reasonable peace once this war is over, the question of the maintenance at its present level, if not of the actual increase, of the French population will have an interest not only for France herself, but also for her

allies. How serious the problem is is shown by the fact that in 1914 deaths exceeded births in Paris by 16.9 to 16.1. What is worse, births in the first half of 1915 only slightly exceeded half what they were during the first half of 1914. That French statesmen are quite alive to it is shown in the Government measure for the adoption by the nation of the necessitous orphans of the war under the title of 'pupilles de la nation,' which has been on the *tapis* for some time, but has not yet come into operation. Under the influence of Senator Paul Strauss and the *Ligue contre la Mortalité Infantile*, a central body for assuring to every necessitous mother, actual or expectant, within the military area of Paris social, medical, and legal protection has been in action since the early days of the war. It concerns itself with children up to the age of three. Yet, including children born in Paris but put out to nurse beyond the city limits (in some arrondissements these are 30 per cent. of the whole), the infant death-rate is 154 per thousand. One significant fact which doubtless plays its part in this high mortality is that, whereas the percentage of illegitimate births is five in London and seventeen in Berlin, it stands at thirty in Paris. It has been suggested that overcrowding in tenement houses and flats fosters both illegitimacy and mortality, and that French local authorities should be empowered to take land fronting along their main roads so as to encourage an exodus from congested city areas. There is said to be a demand for cottage and small house property among persons having large families, and that, conversely, occupiers of such dwellings tend to have large families.

The question of the moratorium for rent is again before Parliament. A new bill has passed the Chamber and, with certain alterations, the Senate, but the Senate's alterations have to be dealt with by the Chamber. It is largely a difficulty of agreeing upon the maximum rental value to which the moratorium should apply, and upon the compensation to be granted to the landlords themselves.

The hard case of professional men who have to pay a high house-rent because their dwelling is also their place of business is put forward as a plea for fixing a high maximum.

A new administrative commission, to include among its members employers, trade-union officials and *conseillers prud'-hommes*, to supervise the activities of the public labour bureaus in facilitating the reabsorption into the ranks of industry of refugees and others deprived of their usual occupation through the war, has been decreed.

The French equivalent for our phrase red-tapeism appears to be *paperasserie*.

Proceedings of Council.

An ordinary meeting of Council took place at Denison House on Monday, December 18, 1916, at 4.30 P.M., Dr. Hawkes in the chair.

There were present:—

BATTERSEA:—Miss Blair.
 BERMONDSEY:—Miss Armstrong.
 BETHNAL GREEN:—Miss Sandys, Miss Bruce.
 BRIXTON:—T. Warren Crosse.
 CAMBERWELL:—Miss Douglas.
 CHELSEA:—Mrs. Curteis, Miss Barcroft.
 CLAPHAM:—Miss M. H. Pollock.
 DEPTFORD:—Miss Marchant.
 FINSBURY:—Miss Hodgson.
 KENSINGTON:—Sir Lawrence Jones, Bart.
 KILBURN:—Miss Nuttall.
 LAMBETH:—Miss H. M. Hill.
 NEWINGTON:—Miss Ashe.
 PADDINGTON:—Miss A. M. Humphry, F. S. Warburg.
 ST. GEORGE'S, HANOVER SQUARE:—Hon. Mrs. Vickers, Miss Cory.
 ST. JAMES' AND SOHO:—Miss Alder, Miss Hornby, Miss Lawrence.
 ST. SAVIOUR'S:—Miss Townsend.

SHOREDITCH:—Miss Marker, Miss Plews, Miss Vaughan.
 STEPNEY AND MILE END:—Lady Jones.
 VAUXHALL:—Mrs. Pearce, Miss Orred.
 WHITECHAPEL:—J. Parsons, Miss Willis.
 ADDITIONAL MEMBERS:—Miss Broadbent, Miss Oakeley.
 INVALID CHILDREN'S AID ASSOCIATION:—Mrs. Munro.
 TOTAL:—35.
 SECRETARY:—Rev. J. C. Pringle.
 VISITORS:—Miss Ellis, Miss Scott, Miss Johnston, Miss Hatton, Mrs. Vigers, Lady Ferrers, Miss Klein, Miss Macgregor, Miss Warner, W. Hollis, E. A. H. Jay, Miss Paddon, Miss Bolton, Miss Walsh, Miss Gordon, Miss Paine, Miss Miller, Miss Stevenson, Miss Kenrick, Miss Nixon, Mrs. Russell, Miss Fisher, Miss Cope, Miss Plater, Miss Barwell, Miss Mason.

WINTER CHARITY ORGANISATION CONFERENCE.

An appeal was made for hospitality for twenty delegates to the Winter Conference, January 25-27, 1917.

THE TREATMENT OF VENEREAL DISEASES.

Sir Malcolm Morris said he enjoyed addressing a Society which sifted plausibilities and brought public questions down to the test of principle. He had practised medicine forty years and treated venereal diseases during most of the time. He had been in particular struck by the sufferings of individuals infected innocently through the carelessness of tuberculous and syphilitic people. He came to think we must pass from individual to collective effort. He found these so-called 'secret' diseases in a different position from tubercle. He had been the mover of a resolution at an International Congress at Rome that Public Health authorities should be called upon to take action. The resolution was unanimously agreed to. He then got an article into the *Lancet* and sent reports to members of Parliament and the Cabinet.

Public opinion did not yet seem ripe, but there synchronised with this effort a revolution in treatment. A Royal Commission was appointed which sat twice a week for two years. 'I was on it,' he continued, 'and I secured that the doctors should not have a pre-dominant vote. I also secured three women, and a Labour member. Lord Morley said he had never known so well-constituted a Commission. The report was a fair one, and not lightly to be put on one side. Some of the permanent officials said it would be shelved, but the War gave a stimulus in the opposite direction. So we got a National Council, and I was made chairman of its Propaganda Committee. Through hard pushing the scheme will be ready to start work in January next year. The treatment centres will be in operation. The hospitals have responded wonderfully, despite great opposition and difficulties even in their very charters. The Medical Officers of Health throughout the country have also co-operated heartily.

'You will criticise our recommending that the patients be treated free! That goes against the grain of this Society—a Society which I admire. I understand your view, and that is why I want to defend our policy.

'Take cancer. We have never suggested free treatment except for the needy. Take the fevers. You have to notify scarlet-fever to the M.O.H. He comes and looks into the isolation facilities. Failing that, he recommends removal to a fever hospital and disinfects the place. The fate of the individual concerns him little. What he is out for is to prevent *spreading*. But *note*—the fevers are all short in their duration. That is why there is so little opposition.

'Venereal diseases are different and nearer tubercle, though unlike tubercle. There may be cases in your own families and households without your knowing anything about it!

'There is a set of earnest people urging compulsory notification, but we who have been at it all these years are against them. We ask that the voluntary scheme should first be given a fair trial, and I am confident it will succeed. If compulsory notification is introduced the two diseases will be driven under the ground and success indefinitely postponed; persons infected with these diseases would go to the chemists, the quacks, and herbalists. Read the evidence given by herbalists to the Royal Commission! The treatment would be a farce, but the symptoms would often disappear, as they do without any treatment, and the patient would think himself cured. His offspring might be syphilitic, blind, imbecile, &c., or he might develop general paralysis of the insane. One in four of the cases in the lunatic asylums is due to syphilis uncured and untreated!

'If our argument is right that the cases won't come if they are notified, won't come if they have to pay, won't come if it is inconvenient—then we must offer easy, humane, convenient, and free treatment.

'You say "Loss of independence in the individual." I care nothing for that; I care for getting sound, healthy men to fill the gaps at the Front!

'We ask you to support the suppression of unqualified practitioners. It is innate in every human breast to prefer the unorthodox to the orthodox. People say the medical profession is out for a monopoly. The Labour Party would oppose us almost solidly if we asked the House of Commons to suppress all quack medicines. We don't ask that. We only ask for the suppression of quacks who pretend to treat venereal diseases. We have not yet convinced the Home Secretary. He is waiting for public opinion. Every social and rescue worker in the country should support our petition for the suppression of quack treatment of these diseases.

'The *Law of Libel* says that if a doctor knows a man about to marry is suffering from one of these diseases he must not tell the woman or her parents. Rescue workers are confronted by the same obstacle. They may not warn the house to which a girl returns uncured of these diseases. We want to change that. We want those who *know* to be able to warn those who do not know.

'Beware however of exaggeration. It is only in cases of gross carelessness that these diseases are communicable. The danger to innocent third persons can be prevented by very reasonable precautions.

' Then there are the neurasthenics who fall into a panic about themselves in consequence of our propaganda.

Sir Lawrence Jones moved a hearty vote of thanks, and gave it as his opinion that Sir Malcolm Morris had amply proved his points. He asked whether the Friendly Societies had removed their bar against benefit in case of these diseases. He hoped to see the standard of purity of the nation raised by this movement.

Mr. F. S. Warburg seconded. Speaking for the C.O.S., he thought even if every case of venereal lost his or her independence through free treatment the balance of gain through free treatment would far outweigh the loss.

He cited from a valuable book on *Prostitution in Europe*, by Flexner, very high estimates of the proportion of prostitution (and consequent venereal disease) due to the commercialising of this vice.

Mr. Warburg found the Danish the most modern code of law on these matters. From experience elsewhere he was inclined to propose that patients should enter into an agreement to go through with the treatment in consideration of its being free.

The Chairman (Dr. Hawkes), when putting the vote, regretted the comparatively small attendance in view of the great value of the address.

As an old member of the C.O.S. he felt that a conclusive case had been made out for free treatment.

In practice doctors used to have to try to make their patients come to them for two years, and still from time to time after that. He quoted a case of a man who did not follow these instructions and suffered terribly from it six years after he fancied himself quite cured. The new treatment made things far easier. Though some no doubt would, he did not think great numbers would seek free treatment who could well afford to pay. Further, in view of the skill required for successful treatment, he thought medical men who were not in a position to treat effectively ought to be bound to send their patients to hospitals.

In addition to detention in workhouses he believed in detention of time-expired soldiers and inmates of prisons until cure was achieved.

Sir Malcolm Morris, in reply, said the big Friendly Societies were prepared to drop the practice of treating this as a penal offence. He was also trying to get the religious people to cease to regard it as a penalty for sin. He disapproved of the practice in the Army of stopping pay when a man was sick from one of these diseases.

The hospitals had always treated the sequelæ: it was absurd for them not to treat the early stages! He was hopeful of more amenableness on the part of the patient owing to the reduction of the infective period from two or three years to three months or so.

Sir Alfred Keogh had arranged for free instruction in the treatment to be given to *any* medical practitioner who would go for it.

He did not anticipate workhouse cases grasping the idea of the contract suggested by Mr. Warburg.

Improvement in the Poor-Law infirmaries was an urgent requirement to prevent people discharging themselves while still infectious, but Boards of Guardians were responding well to this call.

In the 'sixties he had favoured the C.D. Acts. He knew now he was wrong, and that it was monstrous to imprison one sex and not the other.

Compulsory notification was absurd without compulsory detention, but nobody pretended to be able to carry out general detention.

AN ordinary meeting of Council took place at Denison House on Monday, January 15, 1917, at 4.30 P.M., Mr. John Tennant in the chair.

There were present:—

BATTERSEA:—Miss Blair, Miss Darby, Miss E. Leather.	NORTH ST. PANCAS:—Miss Stewart. Miss Goodchild, Miss Neville.
BERMONDSEY:—Miss Armstrong.	SOUTH ST. PANCAS:—Mrs. Wilde, Rev. C. F. Rogers, Mrs. Philipson.
BETHNAL GREEN:—Miss Sandys.	SHOREDITCH:—Miss Plews, Miss Vaughan.
BRIXTON:—T. Warren Crosse.	ST. SAVIOUR'S:—Miss Townsend.
CHELSEA:—Mrs. Curteis.	STEPNEY AND MILE END:—Lady Jones.
CLAPHAM:—Miss M. H. Pollack.	VAUXHALL:—Miss Orred, Sir L. Hare, Miss Ker.
DALSTON:—Mrs. Hembrow.	WANDSWORTH:—T. Hennell.
DEPTFORD:—Miss Marchant.	WHITECHAPEL:—Miss Bourdillon.
FULHAM:—Mrs. Perrott.	ADDITIONAL MEMBERS:—Rev. E. S. Shuttleworth, J. R. Roxburgh, A. M. M. Crichton, Miss Oakeley, Mrs. Mylne.
GREENWICH:—Mrs. Moore.	TOTAL:—49.
HAMMERSMITH:—Miss Bryan, J. M. Currie.	SECRETARY:—Rev. J. C. Pringle.
HAMPSTEAD:—H. F. Pooley.	VISITORS:—Miss Johnston, S. Jones, Miss Nixon, Miss Macgregor, Miss Hatton, Miss Hollis, Miss Clarke, Miss Cary, Miss Popham, Miss Gordon, Miss Stevenson, Miss Stapleton, Miss Isaacs, Miss Plater, Miss Bolton, Miss Thompson, Miss Schwab, Miss Kenrick.
ISLINGTON:—Miss Kent, Miss Levy.	
KENSINGTON:—Mrs. Stewart Anstruther, Sir Lawrence Jones, Bart.	
LAMBETH:—Miss H. M. Hill, Dr. Elcum.	
LEWISHAM:—Miss Goody.	
NEWINGTON:—Miss Oldfield.	
PADDINGTON:—Miss Barnard, Miss A. M. Humphry.	
ST. GEORGE'S, HANOVER SQUARE:—Miss Hussey, Miss Cory.	
ST. MARLBONE:—F. Morris.	

CHAIRMANSHIP OF THE COUNCIL.

A letter from Dr. Bosanquet was read regretting his absence from meetings of the Council owing to illness, and expressing the fear that he might have to resign his post as Chairman of the Council at the conclusion of his present year of office. The Secretary was instructed to write to Dr. Bosanquet conveying the great regret of the Council at receiving his letter and their hope that his health would improve.

ANNUAL MEETING.

It was reported that the Marquis of Salisbury had kindly promised to preside at the annual meeting of the Society, and that the date of the meeting had been provisionally fixed for Wednesday, March 7.

OBITUARY.

The death of Mr. J. Armine Willis, Mr. Edward Cutler, K.C., and Lieut.-Colonel Wright was reported. Lady Jones spoke of Mr. Willis's work for the Provincial Sub-Committee. Mr. F. Morris referred to the hard work done for the Society by Colonel Wright, and by Mrs. Wright, as to which Dr. Elcum also testified. It was resolved to send letters of sympathy to the relatives. The services rendered by these deceased members of the Society are mentioned on another page.

VENEREAL DISEASES.

Recommendations of the Administrative Committee were submitted for the adoption of the following resolutions to be sent to the President of the National Council for Combating Venereal Diseases:—

(a) That in the opinion of this Council it is a matter of urgency that all advertisements of remedies or alleged remedies for venereal diseases should be prohibited by law, and that it should be made illegal and punishable for any person not being a duly qualified and registered practitioner to provide or prescribe treatment for the cure of any venereal disease.

(b) That the provision of free treatment as adopted by the National Council for such diseases at the hospital clinics should be endorsed by the Council in view of the pressing need of the question.

The resolutions were unanimously adopted; the first on the motion of Mr. F. Morris, seconded by Lady Jones, and supported by Mr. Pooley and Dr. Elcum; the second on the motion of Mr. F. Morris, seconded by the Chairman.

APPOINTMENT OF A SECRETARY.

Sir Lawrence Jones moved the adoption of a recommendation of the Administrative Committee, that Miss Harvey Hall be appointed a Secretary from January 22, 1917, at a salary at the rate of £100 a year, and three months' notice on either side.

The Chairman seconded the motion, and testified to Miss Harvey Hall's excellent work at the Stepney Committee, who parted with her with much regret.

The motion was adopted.

FEDERATION OF C.O. AND KINDRED SOCIETIES.

Mr. Roxburgh made a statement correcting errors in the notice sent to members. The correct list of representatives to the Executive Committee of the Federation of C.O. and kindred societies was as follows:—Nominated by Provincial Sub-Committee: Mr. Roxburgh, Mr. E. F. Dent, Miss Hussey; nominated by Administrative Committee: Mr. F. Morris, Mr. Pringle, Mr. Woolcombe, Lord Sanderson, Mr. John Bailey, the Countess Ferrers, Miss Lawrance, Mr. C. E. Mallet, Mr. F. S. Warburg; Lady Jones to be appointed to take the place of any representative unable to serve. It was reported that Mr. John Bailey was unable to serve. Mr. Roxburgh moved the confirmation of the election by the Administrative Committee of these representatives: and this was agreed to *nem. con.*

SEPARATION ALLOWANCES AND PENSIONS.

Miss Edith Neville introduced a discussion on this subject. In view of the increase in the number of widows, which unfortunately had to be anticipated, the subject ought to be carefully considered without delay. Miss Neville advocated regular visiting by volunteers: these should be in each case the person most naturally a friend of the family, not infrequently someone attached to the religious denomination to which the widow belonged. With the help of registration the C.O.S. ought to be able to discover and suggest the obvious friend of the family.

She held that the nation owed it to the men who had fallen that

their children should be brought up in respectable streets and desirable houses. In all suitable cases the mother, if she had infants, should be required to attend a school for mothers. The removal of widows from slums would go some way on the road to do away with slums. The schools for mothers ought to include instruction on the upbringing of older children. Where the women found it necessary or desired to go out to work Day Homes would be required for their children: in other cases it should be remembered that the widows who did not go to work were likely to be very lonely.

Sir L. Jones had found on the Fulham War Pensions Committee that the 'Labour' representatives resented every suggestion of this kind: they held that the woman should have the cash and should be free to live in any slum she liked and bring up her children as she liked.

Mr. F. Morris held that it was impossible to compel a woman to move to better surroundings. It could be done under the Poor Law, *a fortiori* not under the War Pensions Act. No compulsion could be used unless there was a breach of the Children Act, Public Health Act, etc. He anticipated more vigorous action against child neglect. He supported all Miss Neville's points, but wished them attained by persuasion, not compulsion. He hoped that when prices had fallen again war widows with small children would all stay at home. They would be able financially to do so.

The Chairman deprecated the introduction of a new friend on purpose, and strongly recommended the discovery of existing local friends.

Mr. S. Jones reported the formation of the West Ham Citizens' Social Welfare League, by the voluntary workers who had been doing work in connection with the National Relief Fund. The C.O.S. was invited to send representatives. The 'Labour' Mayor was chairman. No objection had been raised to systematic visiting. This was in strong contrast to the line taken by the Labour Socialists on the subject of visiting early in the War. He attributed this welcome change to the fact that the visitors were practically all local visitors attached to the churches and chapels. He anticipated opposition of people if the C.O.S. or settlements took a large part in it.

Mr. Crichton supported Mr. Jones's view, and cited the authority of Dr. Chalmers. Multiplicity of visiting was resented. Outside committees consisting of persons of a higher social class were unfortunate in this connection. He was opposed to compulsion.

Lady Jones cited a man who brought his wife to a lady rent collector, and asked her to take care of her during the War.

The Chairman said he was sure the working man was determined not to be bossed from upstairs.

Miss Neville, in reply, thought it urgent to get the country to take a more commonsense and less sentimental view. In many cases the women had had an easy time and had not always benefited. They often regarded the pension as for them and not for the children. The Poor-Law Guardians sometimes took a firm line.

She suggested a letter to the Press, or, if that would arouse too much opposition, a leaflet by the Society for distribution to social workers.

The Council then adjourned.

SUPPLEMENT

TO THE

Charity Organisation Review.

FEBRUARY 1917.

The Library.

Those who are engaged in the study of social work are finding more every day that the lives of the people are conditioned by intricate Acts of Parliament and the visits of inspectors. It is now a necessity for them to be able to obtain the use or possession of reports, books, and pamphlets, official and unofficial, informing them what these Acts are, who these inspectors are, how they are working, and what their own attitude or co-operation should be. If you are among the number of such students, you are probably feeling more and more the need of someone to whom you can write a postcard, or telephone, stating your query, and who will lend you or order for you exactly the book or paper you require. The Librarian of the C.O.S. at Denison House, 296 Vauxhall Bridge Road (telephone Victoria 871), is prepared to render you this service. Very often the paper or report you want only costs a few pence, yet it means for you an afternoon wasted on a journey to a publisher—a journey not unfrequently without result, since those firms do not keep on the premises expert advisers on such matters, and can only supply purchasers who know the number, date, and title of the document they require. The Librarian at the C.O.S. will order the proper publication to be posted to you with a note of your indebtedness. When a book in the Library is likely to help you he will inform you of the same, and, should you be unable to consult it here, would post it to you on loan for a definite period, charging you only with the cost of postage.

N.B.—The Society would be very grateful for any useful books which readers may care to present to the Library. It is doubtless well known that no charge is made for the use of the Library, and there is no fund available for the purchase of books.

Library of the Council.

The following Publications have been received for the Library during the past month :—

The American Economic Review. Cambridge, Mass. December 1916.

The Survey. New York C.O.S. December 23, 30, 1916, January 6, 1917.

The American Journal of Sociology. Chicago. November 1916.

Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. December 21, 1916,
January 4, 11, 1917.
Volkswohl. Dresden. December 14, 21, 28, 1916, January 11, 1917.
La Revue Philanthropique. Paris. December 1916, January 1917.
Report of the Director of Labour. Queensland. 1916.
The Queensland Industrial Gazette. November 1916.
Eugenics Review. January 1917.
Annual Report of the Montreal C.O.S. 1915-16.
Board of Trade Labour Gazette. January 1917.
Annual Report of the Vineland, New Jersey Training School. 1916.
L'Assistance Educative. Paris. January 1917.
Annual Report of the Lancaster (U.S.A.) Charity Society. 1915-16.
Report of the South Australia State Children's Council. Adelaide. 1916.

Notices.

SECRETARY WANTED.

The Glasgow Charity Organisation Society requires, not later than the middle of May, a thoroughly experienced and competent secretary to take supervision of its work (Head Office and District Offices). Good salary to highly qualified man. Applications must be sent not later than February 12 to the Chairman, 212 Bath Street, Glasgow. No personal canvassing.

In-patient Letters of Admission to the Royal Sea-Bathing Hospital, Margate, will be very acceptable at the Central Office of the C.O.S., Denison House, Vauxhall Bridge Road, S.W.

HOSPITAL LETTERS have been received from: H.M. The Queen, A. C. R. Maitland, Esq., Colonel Montefiore, Miss Davies, Herbert J. Jeffery, Esq., Lady Dalrymple White, Mrs. Pearse, J. Barclay, Esq., Mrs. Grant, Lord Glenconner, Mrs. Spicer, Miss Hulse, Captain Gilbert Russell, Miss Kenwick, Mrs. Hardy, Dr. Paget Toynbee, J. J. Ikle, Esq.

THE Charity Organisation Review.

No. 243.—NEW SERIES.

MARCH 1917.

Price 6d.

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Editorial Notes.

THE Report on the administration of the National Relief Fund up to September 30, 1916, contains an interesting explanation of the smallness of the amount expended on the relief of civil distress. It points out that there is a Government Committee charged with the duty of preventing and relieving distress among the civil population, and that this Committee has at its disposal the whole machinery of the Local Government Board. To have established a fresh machinery for investigation and inspection would have been costly and would have involved overlapping, and for this reason the Committee of the Fund decided to carry out its work by making grants on the recommendation of the Government Committee. They have never refused any grant so recommended, and if the expenditure in civil distress, *i.e.* £487,385, seems small, it is because the demand has also been small.

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Amongst those dissatisfied with this expenditure are the hospitals, which have applied for assistance on the ground that they have suffered both from the falling off of subscriptions and from the rise in price of food, stores, and drugs. The Committee do not consider that subscribers to the fund intended it to be used in making good the falling off in the income of charities having no direct connection with the relief

of distress due to the war, nor in relieving the hospitals of disabilities which they share with the rest of the civil community. The actual expenditure on civil distress has consisted in: Grants to Local Representative Committees, £391,740 17s. 7d.; to the Central Committee on Women's Employment, £39,761 14s.; to the Relief of Professional Classes, £44,301; to the Shipwrecked Mariners' Society, £5,000; and other grants, £6,581 14s. 2d. At the date of the report, owing to favourable conditions of employment, the only distress amongst civilians calling for relief was that of the professional classes, of the East Coast watering-places, and of the victims of air raids.

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The expenditure upon 'naval and military relief' has been very much larger, amounting to £2,920,800, but the claims upon the fund in this direction also have been very much reduced by the provisions of the Naval and Military War Pensions Act, 1915. The relief of distress among dependants of soldiers and sailors is now undertaken by the Statutory Committee of the Royal Patriotic Fund Corporation, and the National Fund is responsible for only two classes of cases. These are (1) the wives and dependants of men in the overseas contingents when special circumstances render their allowances insufficient; (2) the wives and dependants of French soldiers domiciled in this country. Where families of French soldiers had not been domiciled in England for any prolonged period and had relatives living in France, they were ordinarily repatriated. But in some instances repatriation was impossible, either because the women were British by birth or because the families had been so long resident in this country that their homes could not be broken up without inflicting grave hardship. In these cases supplementary grants had been made from the fund in co-operation with French charitable organisations in this country. Amongst other beneficiaries of the fund is the Salvation Army, which is to receive a grant of £50,000 for the purpose of emigrating 'war widows.' 'A separate account has been opened with the Public Trustee, into which this grant and all other contributions towards the scheme will

be paid, and this special fund will be kept wholly distinct from the ordinary income of the Salvation Army.'

* * *

The Committee of the Fund take the opportunity of paying a well-deserved tribute to the workers of the Soldiers' and Sailors' Families Association. 'In reviewing the work of the last two years as a whole, the Committee feel that the success with which the Association met the enormous demands made upon them fully justified their selection as agents of the fund, and they desire to take this opportunity of recording their indebtedness to the head office staff and the district and divisional officials and visitors for the devotion with which the work was carried out. Without their unselfish and public-spirited efforts great suffering must have occurred. The cost of administration, except in a few large areas, was limited to expenditure on printing, stationery, and postage, and it is difficult to over-estimate the value of unpaid services so ungrudgingly rendered by a vast army of workers.'

* * *

The fund is now represented by a balance of a little over two-and-a-half millions, of which it may be supposed that the greater part will be available at the conclusion of the war. Meanwhile subscriptions have naturally fallen off, the total received for the last half-year amounting to £86,040, as compared with £228,429 for the previous half-year. A similar falling off is taking place in subscriptions to local War Relief Funds, if we may judge from the experience of Bradford, where the expenditure exceeds the income by £540 a week, and the fund is becoming rapidly exhausted, while demands for assistance are increasing. It is not difficult to understand the position from the point of view of the subscriber; he has been taught with much success that the claims of the War Loan were paramount, and told that it was his duty to devote not only his existing but also his future savings to that purpose. How, then, can he subscribe to charities? Moreover, it is inevitable that the edge of the keenest sympathy should have become somewhat blunted by the multitude of appeals with which it is bombarded; and the way of the waste-paper basket, once entered upon, becomes increasingly

easy with use. There is little fear, however, but that the generosity of the nation will respond freely when the need arises.

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Changes are proposed in the scale of pensions for disabled soldiers and for dependants of the fallen which will add £6,500,000 to the liabilities of the State under the present system. So far as widows are concerned the change provides that generally the pension of a widow shall be half what would have been awarded to her husband had he been totally disabled. In the case of the widow of a private soldier this means 13s. 9d. instead of 10s. if the woman is under thirty-five, and instead of 12s. 6d. if she is between thirty-five and forty-five. If she is over forty-five the amount is made up to 15s. The allowances on account of children are increased by 8d. for the second, 1s. 4d. for the third, and 6d. for each remaining child. The widow of a private with eight children will get 38s. 9d. a week. Allowances may be made up to 12s. 6d. a week for three weeks to widows undergoing courses of instruction, and training fees may be paid. It is estimated that the maximum annual charge for all pensions and allowances which will arise in the year 1918-19 will be £25,000,000, of which the capital value on a 4 per cent. basis is estimated at £396,000,000. That is to say, this sum, being invested at the present time, would suffice with its interest earnings to meet the charges as from the beginning of the war, and would be exhausted concurrently with the payment of the last pension.

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Some figures have been given in Parliament relative to the additional grants to old-age pensioners. Up to the end of 1916 the number of applications received was 669,574; the number of allowances payable at 2s. 6d. was 457,591; at 2s., 20,677; at 1s. 6d., 15,204; at 1s., 15,305; at 6d., 5,536. The total amount paid in additional allowances was about £480,000. Applications refused amounted to 67,444.

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The Women's Local Government Society has forwarded a memorial to the Prime Minister asking that women may be

appointed as old-age pension officers, and that the services of women for investigation for war pensions may be more largely utilised. It is pointed out that 'in the work of the old-age pension officers the services of women would be peculiarly useful, seeing that inquiries have often to be made into domestic and family circumstances which require delicate handling, that the cost of food and lodging has to be estimated, and that in some cases infirm and bedridden women have to be visited.' It is added that opportunity for training in social work is now offered by the London School of Economics, by the Charity Organisation Society, and by other institutions, and that students from such training centres will be available with adequate credentials.

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We have been asked to call attention to an Emergency Course of Training which has been arranged for those who wish to become Welfare Workers in factories. The course, which will include lectures on industrial subjects and on health, as well as practical work, will last for six weeks, the inclusive fee being £5 5s. Communications should be addressed to the Director, Miss M. Cécile Matheson, 32 West Heath Drive, Hampstead, N.W.

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MSS. intended for publication should reach the Editor before the end of the month.

Report of a Committee on the Method of Distribution of Alms in the Rural Deanery of Stepney.¹

GENTLEMEN,—Your Committee have met eleven times and now have the honour to submit to you their report.

They desire to begin by thanking the incumbents who have shown their sense of the claims of the Body of Christ by finding time to answer fully a formidable paper of questions.

¹ Appointed by the Ruridecanal Conference at their meeting held in October 1915. The report was adopted by the Stepney Ruridecanal Conference at their meeting on Monday evening, February 5, 1917, and a resolution was carried that it should be submitted to the Diocesan Conference.

It is worth noting that when the Bishop of London formed a Committee to report to the Royal Commission on the Poor Laws on the almsgiving of the Church, the value of the report was largely discounted by the great proportion of clergy who either neglected to send any replies to the questions asked, or sent replies of little worth. Your Committee's experience of the clergy of this rural deanery is directly contrary to that.

After carefully studying and tabulating these valuable replies, a summary of which, together with the questions, appears as an appendix, your Committee have the honour to submit to you the following considerations:—

I.

(1) That the care of the sick and needy has always been, still is, and should be, part of the work of a parish church and its officers, lay and ordained.

(2) That this care consists predominantly in personal work involving sympathy, mutual confidence, leadership, guidance, influence, and moral support, but partly also in the provision of material goods—especially in connection with sickness, infant and child life, and old age.

(3) That partly owing to want of special knowledge and experience in this work, the giving of material goods by clergy and their workers personally, in their individual capacity and on their own authority, frequently leads to unfortunate results and an undesirable attitude of mind towards the Church, which it is absolutely necessary, both in the interests of the Church and the people, to alter at the earliest possible moment.

(4) That it has been shown to be possible to get rid of these undesirable effects of Church almsgiving if the officers of the Church never give material assistance in their parishes except under the authority of a committee. This method has been adopted in many parishes with success.

The most weighty objections to the application of this rule to *all* cases have been stated as follows:—

(a) Clergy and Church workers tell us that in the course of their pastoral work they become not only the personal friends, but also the confidants of parishioners or members of their congregation, and that, in the event of their finding it necessary to give material assistance to such people, they could not consent to give information about their private affairs to a committee.

The experience of your Committee leads them to believe that in such cases the confidential and friendly relationship is likely

to be strengthened, not weakened, if matters of material assistance are referred to a committee, as the purpose is to pool resources of experience and wisdom, and obtain the most just decision possible. The identity of the applicant in these exceptional cases need only be known to the Chairman and Secretary—or even to the incumbent alone.

N.B.—The committee should meet in the evening, and persons interested in social reform should be allowed to attend; only members, of course, would be allowed to speak and vote on cases.

(b) It is urged that there is disproportion between anything like an elaborate method of work, including a written record, verification of statements made, and discussion by a committee, when the amount of assistance asked is small—*e.g.* a pint of milk a day for a baby, a hospital letter, a fortnight's holiday in the country.

Per contra, your Committee submit that an application for assistance of a very small value indicates profound family difficulties unrevealed, which the Assistance Committee would be well advised to ascertain and, if possible, remove.

(c) It is urged that as the committee would not meet more frequently than once a week there is a danger of the applicant's falling into serious need before he is relieved. An answer to this objection is to be found in IV. (6).

II.

The study of the question has involved an inquiry into a larger question—namely, that of the part played by the Church and its officers in the philanthropic activities of their districts. This study emphasises the necessity of such a committee as an integral part of parochial machinery.

There are numerous powerful agencies, official and voluntary, engaged in philanthropic work, and all of any standing work through representative committees. These agencies are accustomed to deal with other committees, and, when co-operation is desirable, expect to have representation upon them; they have secretaries and officers and adopt ordinary business methods—such, for example, as keeping copies of correspondence, records of their proceedings and written decisions, and, in dealing with persons requiring assistance, they all employ some form of case-paper.

While the officers and members of the Church are wel-

comed as workers for these agencies and as members of their committees, the Church as an organisation for philanthropic work is regarded as ineffective. This may be due to the personal and informal methods of work generally adopted by the clergy and their workers.

Your Committee hold, therefore, that it is desirable, if the Church is to co-operate as a philanthropic agency and play a proportionate part in such work, that the machinery of modern social-work committees should be adopted.

III.

Your Committee next considered the constitution of a committee which should meet these requirements.

They assumed that the committee would ordinarily consist of the clergy, church workers, members of the congregation experienced in social work, and representatives of the Church Council, the Church of England Men's Society, and other parochial organisations. Membership, with a right to vote, would be conferred after a specified number of attendances and by vote.

They found that the committee must be strong enough not to be merely another name for personal administration by any one individual. Representatives of outside agencies should find responsible work going on in which they can take a real, not a nominal, part. It should have a habitation which is recognised as its own—at any rate for a substantial part of each week-day.

It should have a trained secretary—and by a 'trained' secretary your Committee mean someone who has taken a regular part in methodical assistance work under the supervision of a responsible and experienced worker for not less than six months.

Your Committee have observed that the composition of the committee would vary with the importance of the part played by the Church in the social work of the area covered by the parish. Where the Church was the strongest social-work agency on the ground (with activities such as large Church schools, important branches of the C.E.M.S., and of the Mothers' Union, with big organisations for children and young people, numerous Sunday-school teachers, and a congregation

made up of several social grades) it could take a large share in all the betterment work going on—in Maternity and Infant Welfare, in the Care and After-Care of school-children, in the Anti-Tuberculosis campaign, in After-Care work in connection with hospitals and infirmaries, and the development of thrift and temperance. These activities would obviously involve a large committee, since they would all have to be represented on it.

Such a committee would probably find it desirable to offer representation to the Roman Catholic Church and the Free Churches, if any were at work within the area. It is desirable to secure representatives of the Poor-Law Guardians, the Public Health Committee of the Borough Council, the Charity Organisation Society, the School Care Committees—other than its own—at work in the area, the Invalid Children's Aid Association, the School Attendance Committee, the Tuberculosis Care Committee, the Infant Welfare Committee, the Skilled Employment Committee, the Juvenile Advisory Committee, &c.

Where the Church membership was trifling in proportion to the population, and the *personnel* available to take a share in social work exiguous, an organisation such as that just described might be created by two or more parishes in combination. Where this is not feasible, the duties of the committee would be confined to maintaining a high standard of work and purity of method in dispensing the resources of the Church for assistance (Sick and Needy Fund, Hospital Sunday Fund grants, &c.), and to the care of such individuals or families as were known to the clergy, to the visitors of the Church, or referred to them by the agencies above enumerated. In that case representatives of public bodies responsible for large areas could hardly be expected to attend, but efforts should be made to secure representatives from the committees managing the nearest Infant Welfare Centres and School Care Committees, while links would be established with the larger bodies. In any case efforts should be made to secure for the committee persons experienced in social work, and wage-earning men and women. Representatives from local tutorial classes of the Workers' Education Association might be found useful, and from committees dealing with emergencies such as war, frost, unemployment, strikes, epidemics, &c.

In order to secure decisions based upon thought and experience, full membership with power to vote should only be granted after a definite period of probation and number of attendances. Where the committee is a large one and undertakes a great volume of social work, decisions upon applications for assistance should be entrusted to a sub-committee of its most experienced members.

In order to avoid delay in dealing with cases, the committee, or a sub-committee, with power to act, should meet at least once a week.

IV.—METHODS OF ASSISTANCE.

Your Committee went very fully into the methods of assistance.

1. *Objects*.—They were unanimous in deciding that the main objective of the work should be the strengthening and by no means the weakening of the independence and self-respect of the individual or family involved. They agreed that to attempt such work without adequate knowledge of circumstances displayed lack of sympathy, of intelligence, and of a desire to act justly and consistently; that it savoured of the idea of largess condescendingly bestowed upon inferiors, instead of the shouldering of one another's burdens by fellow-citizens inspired by mutual consideration and respect.

2. *Home Visit*.—They held that in all cases a member of committee or a worker should call at the home of the applicant and go into the difficulties with him personally.

3. *Verification of Earnings*.—They decided that in the interests of family solidarity the total earnings of the family should always be ascertained, and that, for the protection of the scrupulous and conscientious against the careless, statements of earnings should be verified either by reference to a known schedule of wages or to the employers. This, of course, would not be done without the consent of the applicant. Your Committee have observed in past times that verification of the statements of persons seeking assistance from voluntary charity was unusual, and therefore regarded as indicating suspicion. In other connections, such verifications are the ordinary practice, and nobody thinks of resenting them. Under the Education, Public Health, and other

Acts, parents and others have no option but to apply for various forms of assistance, and inquiries follow; similarly with old-age pensions, workmen's compensation, and, recently on a large scale, before the receipt of Army separation allowances, pensions, &c. In conversation among themselves wage-earners refer with approval to organisations whose work is characterised by full and exact inquiry and prompt transaction of business. There is every prospect of this method of work, dictated alike by common sense and equity, becoming customary and expected. Objections to it will then exist only in the bluff of impostors.

4. *Assistance in Cash, not Tickets.*—Your Committee were of opinion that when the family was in need of the necessities of life the assistance should take the form of cash, on the ground that the family might be relied upon to lay it out in the manner best suited to meet their requirements. In exceptional cases, where the Parochial Committee were endeavouring, for example, to deal with an inebriate, tickets might be employed, but the delivery of the actual provisions accompanied by constant visiting was to be preferred.

5. *Assistance to be Adequate.*—No case requiring assistance should be definitely taken up upon decision of the Committee unless the intention was to give adequate assistance, taking no source of income into consideration except those definitely ascertained, and to continue to assist until the family became self-supporting or until the impossibility of that result was established. It is obvious that adequate assistance includes permanent allowances for those precluded from self-support by disablement or old age.

6. *Assistance Pending Inquiry.*—Interim assistance to cover immediate necessities pending inquiry and decision of committee might be given at once at the discretion of the secretary, but the case and the assistance must invariably be reported to the committee.

7. *Hospital Letters.*—With regard to the distribution of hospital and convalescent letters, your Committee hold that they are forms of assistance and should be considered in that light. They should be given on the advice of a doctor and with due regard to the patient's inability to secure otherwise the treatment procurable under the terms of the letter.

8. *Application Forms and Case-papers.*—The Committee were unanimous in thinking that an application form (specimen case-front is enclosed; this should only be filled in by an experienced worker—the questions to be asked will be determined by the nature of the case) and case-papers should be used in every case of assistance, and that the record should be full enough to enable the committee to decide the case upon its contents, and not upon verbal supplements contributed round the table. Without such records the applicant is at the mercy of the personal predilections of the workers.

9. *Mutual Registration of Assistance.*—Your Committee were of opinion that every case dealt with by a Parochial Assistance Committee should be registered with the Mutual Registration of Assistance in order to secure justice alike for the applicant and for the various agencies at work. A specimen copy of this method of registration is enclosed.

V.—ENDOWED CHARITIES.

Your Committee were of opinion that these should be diverted from dole-giving to the financing of constructive case-work; that in poor districts the financial needs of the latter were unlimited, and that the diversion of these funds to educational purposes at a time of great educational development financed by public funds was a gratuitous interference with the intentions of the founders and an injustice to the poor. Local inquiries should be made into the best methods of making these charities useful in the district.

APPENDIX I.

STEPNEY DEANERY. RURIDECANAL COMMITTEE ON DISTRIBUTION OF ALMS.

Questions for Incumbents.

1. (a) Do you administer your assistance
 1. yourself?
 2. through the assistant clergy and Church workers?
 3. through a committee?
- (b) 1. Have you any rule with regard to voluntary workers giving assistance on their own responsibility from personal or other funds?
2. Do they register with you the assistance given?
2. (a) If you administer your assistance in committee, how is it composed?

1. number of clergy?
2. number of salaried workers?
3. number of working-class members of the congregation?
4. number of representatives of other social agencies?
5. number of volunteers?
- (b) What training has your Hon. Secretary in methodical assistance work?
- (c) How often does your committee meet?
3. (a) Do you use case-papers?
- (b) Do you assist
 1. by tickets?
 2. by money?
 3. by any other methods? If so, name them.
- (c) How do you determine which method to employ?
- (d) Under what conditions do you distribute hospital and convalescent letters?
4. Before giving assistance, are visits made to the homes of all applicants?
5. (a) Do you take into consideration the total income of the family from all sources?
- (b) Do you make it a rule to verify the statements of the applicant with regard to earnings?
6. (a) Do you give your assistance
 1. only to people attending your church, whether living in the parish or not?
 2. to people connected with some parochial organisation, whether living in your parish or not?
- (b) only to people living within the boundary of your parish?
7. (a) Do you register the assistance which you give at the Office of the Stepney Mutual Registration of Assistance?
- (b) If so, have many cases of overlapping been brought to your notice?
- (c) If you do not register, what are your objections to the system of registration?
- (d) Do you take any other steps to discover whether the applicant is receiving assistance from other sources?
8. What methods have you of assisting
 1. the homeless?
 2. the able-bodied?
 3. the widow with children?
 4. the sick?
 5. the aged?

9. (a) Do you assist
 1. those in receipt of Poor-Law relief?
 2. old-age pensioners?
 3. other pensioners?
 4. those receiving Children's Care Committee assistance?
 - (b) Do you consult the officials concerned?
 10. Do you make the return of the applicant to self-maintenance, where possible, the ultimate goal of your efforts in giving assistance?
 11. (a) Would you be prepared to invite the co-operation of other religious bodies on your committee?
 - (b) Would you favour the formation of interparochial assistance committees?
 - (c) Are you anxious that a central agency should be established to deal with all applicants for assistance in your district?
 12. How far do you co-operate with other agencies engaged in the work of assistance?—*e.g.* the Charity Organisation Society and School Care Committees, &c.
 13. (a) Have you any endowed charities?
 - (b) If so,
 1. what is their character?
 2. what conditions must the recipients satisfy?
 3. are you anxious that their provisions should be changed in any way?
 14. Do you wish to add any statement which can be profitably considered by the committee?
- N.B.—1. Please number your answers.
 2. If you use case-papers, please enclose a copy.
 3. Please enclose a copy of your balance sheet for the last year.

January 1916.

APPENDIX II.

Summary of Replies to Paper of Questions.

Of the thirty incumbents in the Deanery only one refused altogether to reply. The Vicar of Christ Church, Watney Street, informed us that as he was leaving replies from him would be misleading. The Vicar of St. Peter's, Limehouse, was away ill. Five incumbents did not reply categorically to the questions, but in every case wrote valuable letters. We all understand and appreciate the fact that East London clergy have to choose from among the competing opportunities of service presented to them, and that some

of them, while using the special gifts of the Spirit they have received for certain branches of work, are compelled by lack of time and strength to leave this branch practically on one side. We note with satisfaction that they are careful not to allow slipshod and demoralising almsgiving to be done in their names, while there is a strong party in favour of having all relief work whatever taken out of the hands of the clergy.

The sixteen parishes in which apparently almsgiving receives the most attention all adopt in one form or other the committee system. Nine of them tell us that their committee meets weekly, two that it meets daily. The prevailing type of committee is that which consists of the parochial staff, clerical and lay. It is difficult to persuade people who are not assisting in a piece of work that it is a good way of spending time merely to take part in discussing it. Your Committee attach much importance to thoughtful discussion and a sense of responsibility in coming to decisions in work of this kind. The presence upon committee of persons other than the actual Church workers greatly conduces to these ends. Two committees have C.O.S. representatives, and one a Poor-Law Guardian. We submit that there is room for great development in this direction.

No question is more difficult than that of providing competent secretaries for these committees. The demand for such is hopelessly in excess of the supply. Under these circumstances it is not surprising to find that only two parishes have been able to secure secretaries who add to experience of parish work a period of definite work with an agency dealing with assistance on business lines. We do not underestimate the skill and wisdom which can be accumulated by long service in a parish, and we note with pride that six of the present secretaries can boast a combined total of 163 years of work. Your Committee pray the Conference to take thought how the supply of trained secretaries for parochial relief committees can be increased. A trained secretary could hardly be expected to work without case-papers, but we note with interest that five parishes already use these.

One of the difficulties apparently experienced by clergy who take a serious view of the responsibility of almsgiving is that of controlling voluntary parochial workers. In eight parishes these are definitely forbidden to give material assistance at all. In seven others they are required to register all they give.

Assistance by way of ticket is now regarded in certain quarters as old-fashioned, and we note that the leading parishes have either given up wholly or reserved for special cases this mode of

help. In consequence, presumably, of the traffic in relief tickets some parishes relieve directly in kind.

Only one parish has definitely laid down canons for discrimination between applicants. Others consider each case on its merits.

The replies received regarding the gift of hospital and convalescent letters are varied and interesting. The Church is here at the mercy of an antiquated system upon which has grown up a very easy-going tradition. In practically every parish which deals with the point the need for care and discrimination appears to be recognised.

The duty of paying a home visit where assistance is sought is endorsed by every incumbent without exception.

Those clergy who deal with the point all agree that the total family income should be considered.

In six parishes applicants' statements are liable to be verified. Another parish takes this precaution in expensive cases. On the difficult question of assisting people who belong to parochial organisations but do not reside in the parish, only two parishes *restrict* assistance to persons attending the church, while practice is equally divided between refusing help to persons residing outside the boundaries, and granting it if they belong to a parochial organisation.

Twelve parishes tell us definitely that they make use of the Mutual Registration of Assistance. Those who do not do so mostly excuse themselves on the score of the labour entailed. In one case it is held to involve breach of confidence. Several replies suggest that the writers register their cases in order to help the cause of registration, not because of any advantage accruing to themselves.

We are somewhat surprised to find that six parishes do not consider it extraordinary to supplement Poor-Law relief. Like other voluntary assistance agencies, the parishes seem all to be accustomed to help persons in receipt of State Old-Age Pensions or free meals given by the Education Authority. Of those replying to the question whether they consult the officials concerned with these forms of public assistance almost all say they do.

There seems to be no difference of opinion as to the ultimate objective—the restoration of the person in need, unless permanently disabled, to independent self-maintenance.

One of the most controversial points in this whole field of inquiry is the desirability or otherwise of inviting other religious bodies at work in the parish to send representatives to sit on the parochial relief committee. It turns on the comparative

emphasis laid upon the territorial area and the congregation. Among Stepney incumbents only three express willingness to receive these representatives, while ten definitely object to so doing.

Three favour interparochial relief committees, twelve oppose them; six favour a central agency to deal with all applications to the Church for assistance, twelve do not.

Incumbents are practically unanimous in saying that they co-operate with such bodies as the C.O.S. and I.C.A.A. in the assistance of cases in their parishes.

Your Committee recommend that Question XIII., on Endowed Charities, should be referred to the Stepney Council of Public Welfare.

APPENDIX III.

QUESTIONNAIRE ON RELIEF.

Answers to Questions from Twenty-two Parishes.

Incumbents in the Deanery give the following replies to Question 8—viz. how they deal with the homeless, the able-bodied, widows with children, the sick, and the aged:—

The Homeless.—Four refer to the Poor Law; two to the Poor Law and Church Army; five to Church Army; one pays for washing, shaving, and mending of clothes; three treat each case on its merits; one leaves to the discretion of Sister; one refers to other agencies; five do not answer.

The Able-bodied.—Three refer to the Poor Law; one to Church Army; four find work; one gives assistance until work is found; one gives advice; two treat each case on its merits; one leaves to discretion of Sister; one refers to other agencies; five do not answer.

Widows with children.—One supplements Poor-Law relief; one refers to the Poor Law; one refers to the C.O.S. and Poor Law; one pays rent; one gives employment in scrubbing; one finds work; four treat each case on its merits; one gives meals to children; one finds homes for children; one deals with the case by visiting; one leaves to discretion of Sister; one refers to other agencies; six do not answer.

The Sick.—One refers to the Poor Law or hospitals; six give nourishment; one gives nourishment and medicine; one gives temporary help; one deals by visitation; one refers to a nursing society; three treat each case on its merits; one leaves to discretion of Sister; one refers to other agencies; six do not answer.

The Aged.—One refers to the Poor Law and hospitals; one refers to the Poor Law or pensions; four assist by pensions; one

assists by pensions, and treats each case on its merits; three give nourishment; one deals with the case by visiting; three treat each case on its merits; one leaves to discretion of Sister; one refers to other agencies; six do not answer.

Winter Conference.

DELEGATES from forty-five Societies met at Denison House on January 26, 1917.

In the unavoidable absence of Dr. Bernard Bosanquet the chair was taken by Sir Athelstane Baines, who welcomed the delegates and introduced Miss Lawrence, who read the first paper, on "Case Work as a Means of Social Improvement."

This is not a modest title, nor is it meant to be. It claims boldly that we can so deal with distress that not only is the immediate need met, but that something is added—that casework thoroughly well done is not a remedy only but is both preventive and uplifting.

This is a big claim to make, especially now when almost every scheme of social improvement begins by calling for legislative changes and amateur effort is often mentioned with a pitying rather than a kindly smile. We are becoming more used to think in thousands and hundreds of thousands every month that the war goes on—we are all very busy—casework takes much time, and the problems before us are often said to be insoluble by 'charity' because they arise chiefly in connection with disabled soldiers, whose care is not a charitable but a national matter. These problems will arise on a much greater scale when peace comes and labour has to be readjusted in an impoverished world. But there will always be casework to be done, and there will always be different ways of doing it. If all the greater problems have to be dealt with by agencies created for the purpose, such as War Pensions Committees, there will still be many cases that no agency working under fixed rules, as statutory bodies must work, can deal with thoroughly and constructively. If we take part in the work of such agencies we want to carry with us a high ideal of constructive work in order to help them. If we work only for our own society we want our work to be

of the best possible quality—there is no room nor any justification now for spending time and money on any other. It is the aim of this paper to suggest that we can do this sort of work and that we can develop and improve it. What do we mean by ‘constructive’ casework? and What is it we want to construct? First, no doubt, we shall say *Independence*: we want to set people on their feet again, to benefit them permanently if we can. But *Independence* cannot generally be achieved by giving money or money’s worth; indeed, it is more easily destroyed than constructed by that means. *Independence* cannot be kept up without *Efficiency*—the power to do something that wants doing and to do it well enough to make a living by doing it. And to ensure doing this regularly and adequately needs something besides manual skill or strength; it needs the power of steady work, not broken by vicious or self-indulgent habits. There must be a reputation for honesty, reliability, and reasonableness; in one word, *Character*. Then *Independence* and *Efficiency* cannot be kept up without *Health*. If children grow up weakly, ill-trained, and unfitted for life they have, as we say, ‘no chance’—we cannot expect that bad conditions of housing, food, and social habit should produce character, efficiency, health, and independence. Yet when a victim of bad surroundings does break through them and ‘makes good’ it is due to something that can only be called character. All this is obvious enough; one thing hangs on another, and superficial work can only remedy the symptoms, not the causes. We might enlarge the list of what we want to build up—there is thrift, for instance, and many other desirable qualities—but, roughly speaking, they all resolve themselves into one of the two main things: the character of the individual and the conditions of his life. Then we have to construct as far as we can these two things: character and good conditions—character because no excellence of environment can make life good without it, good conditions because character cannot develop fully without them.

To compare the intense responsibility of intervening in other people’s lives with the simple business of keeping house property in repair is distasteful, yet it is difficult to find any better way to describe constructive casework than by saying

that it does not content itself with replacing the tiles that are blown off or the woodwork that has gone rotten; it aims at making the house itself larger, stronger, lighter—even sometimes at building a new house.

But this is the language of metaphor and not of argument. Let us take an ordinary case of distress and see how the family can be treated, either in a merely remedial manner—equivalent to mending the roof—or constructively.

The family consists of a man, his wife, and four children, aged thirteen to six. The man was a house painter in 1914 earning about 32s., he and the children always rather delicate. He enlisted early in the winter, having lost his work through the war, and exhausted his small savings while unemployed. He was a bad bargain to the War Office, having broken down under training through heart trouble, and spent most of his army time in hospital, and he was eventually discharged in 1915 as unfit for military service, but his ill-health could not reasonably be attributed to his service. The wife and children had done fairly well on the separation allowance, and when the man returned to civil life the dearth of labour had become so great that there was every hope of his getting work but for his ill-health. The family were referred to the C.O.S. by a hospital for a short convalescence for one of the children, run down after a minor operation. This was arranged, and the child returned much stronger: the remedy was effective and that particular hole in the roof was mended, at any rate for the time.

But the house was in peril, not the roof only but the walls and foundations. The bread-winner had gone back to his former employer who had lost all his strong, young workmen. He is constantly handling long ladders and climbing up them to paint, and using his arms at their full stretch. His occupation is very bad for his weak heart, and it is only a question of time till he must give it up, leaving the whole family destitute. What can constructive casework do for him? and what is the difference between it and non-constructive or purely remedial work?

Constructive work can do this: it can make a plan of help for the future of the family, which the applicant cannot do for himself, for he is tied to the work that is injuring him. And

it can help him to carry out the plan. The committee must first have the best medical advice as to the right sort of work for the man and his prospects of continuing to do it. It must be skilled work, not needing strength or activity but absolutely suitable to his state. The family must be kept while the man learns a new trade, but to make the cost less the wife can be recommended for daily service, being provided by the committee with the necessary outfit. The children are strengthened by any means required; the elder ones are encouraged to give all their time to school and the care of the home and of the younger ones while the mother is out. The family are helped to move near the new work which, after much trouble, is secured for the man. He is to learn to make drugs—the work is sedentary and responsible—and after some weeks or months he will earn enough to keep his family. By that time the eldest child will be able to earn and will be started in a good trade. There is a reasonable prospect that the man's health will allow him to work for a good many years, and if it should fail, others of the family will be earning. The case is long and expensive, but if it succeeds, is it not well worth while? And even if it should not succeed, is it not still worth while to have tried? Now this is a case which might occur any day to any committee, though I do not say that it has happened just as described. It has naturally cost the committee much thought and care in forming an adequate plan, in carrying it out and in raising the money from many sources. The case is one that could not be thoroughly and constructively dealt with by any but a voluntary society, able to adapt itself to all needs. The help given reconstructs independence, by making the head of the family efficient in a new trade under conditions of life which preserve health. It fulfils, therefore, most of the demands of constructive casework, but it may be objected that there is nothing about character in the case. Yet the whole of the plan of help turns on character. When the committee had satisfied themselves by careful inquiry and observation that the man had enough backbone to make the very great effort of changing his work and his whole way of life—the woman enough perseverance and unselfishness to leave her own home and work for someone else in a way new and irksome to her—then only were

the committee justified in undertaking to see the case through. And this real knowledge of the family, which alone gives skill and sympathy to meet and overcome the many difficulties that such a case presents, is impossible to a committee who cannot develop the friendly visiting side of their work. Some one, not necessarily a member of the committee—perhaps a Church worker—must become the friend of the family, and the friend must throughout act in the closest co-operation with the committee. Character is strengthened by the call made on it and by hope—it was being weakened and lost by discontent and the sense of grievance. Relations join in a plan of help that they can see has a real prospect of success.

I hope I am not dwelling too long on one case as an illustration if I ask you to consider how it might have been treated in a non-constructive way.

The child would have been convalesced, and in the course of inquiry the mother would have given the facts about her husband's illness as a reason for being in debt and so unable to contribute. The committee would have raised the money required from the hospital and the Church, and the case would have been 'marked off.' Presently the family would have applied again, the man being out of work and only his insurance money coming in, with occasional sums earned by the wife by charring and by the elder children after school hours. The health of all the family would have deteriorated through hard work and bad food. Convalescence would be given again and an allowance perhaps to supplement the insurance money, and the man would go back again to the unsuitable work for a time. But there would be another breakdown, and eventually, perhaps after much help, the insurance benefit would cease, and the committee would regretfully decide 'Poor-Law case, no hope of permanent benefit.' They would have mended many holes, but the house would have become uninhabitable at last.

There are many other aspects of constructive casework that must be passed over for want of time. Chief among them is co-operation with other agencies, which makes constructive work possible, and which is so greatly promoted by mutual registration of assistance. But one point must be

mentioned. Constructive work is not confined to those agencies, such as C.O.S. or Guilds of Help, that in our view can do it best. It is most urgently needed on all the War Pensions Committees that deal with discharged and disabled soldiers. The giving of money allowances alone will never reconstruct these men's lives: in countless cases it will need personal influence, imagination, co-operation between employers and those seeking new work for the handicapped. The ideal of constructive and not merely remedial help is the one way out.

But the title of this paper is not yet justified; constructive casework may have made out something of a case for itself, but what about social improvement? for that is a far bigger thing than the thorough or the superficial help of a certain number of families or persons. The best-thought-out plans of help seem but a feeble means of improving social inequalities, social sins and diseases. That is true, of course, and this is much the more difficult part of this paper. I can only offer certain views for your consideration in the earnest hope that they will be developed in the subsequent discussion, and that the discussion will not be confined to details of casework.

It seems to me that social improvement, through constructive casework, is to be sought chiefly, though not entirely, in two ways. One of them at first sight may seem only negative, but it is extremely important. If we are doing constructive work we cannot at the same time be doing destructive work. If we are building up we are not likely to be pulling down, unless it is to build something better.

Destructive casework is not a pleasant subject to dwell on—one likes to think of it as a thing of the past that has disappeared before the enlightenment of our times, and that certainly never comes into our own work. Yet there is plenty of it still in the world, and it destroys with terrible thoroughness, for it attacks the foundation—character.

A short example of destructive work is enough. A man and wife, young and without children, were in distress and behindhand with their rent. On very scanty information a committee made them a loan of £5, which they were to repay by instalments when the man got work—he had a skilled trade and the wife could also earn. Later a further loan was made

to reinstate him in his sick club. He did not rejoin the club, and only three instalments were ever repaid on the loan. Many people wished to help the couple, but the man became a confirmed slacker; he threw up a good post and refused an offer of emigration. The wife has developed a begging-letter industry, gaining sympathy by statements which prove to be quite untrue. This is a much condensed history of several years of the couple's downward course. Among the causes of their descent we may safely, I think, reckon the loans so easily obtained, with so little inquiry before and so little watchfulness exercised after they were granted. No form of help can be a turning-point for good or ill so effectually as a loan, and the responsibility of granting it is correspondingly heavy.

We have to get rid of all the destructive work, of the dole-giving without a plan, of the inadequate help that keeps up dependence, the want of co-operation and mutual information that makes it possible for the cadging applicant to be helped by three different religious denominations at the same time. To do this is in itself no small measure of social improvement, and it is one that we owe to our poorer fellow-citizens. We have sinned grievously against them in the past, but we can cease to do evil and learn to do good; but we must first cease to do evil—evil with the best intentions and in the name of charity.

That is the negative side, but there is the positive side, too: doing good. Constructive work has done much good, and will do much more. That constructive work is done is proof enough that it can be done; and if it is not possible from the nature of cases to treat them all constructively, there is always the effect as an example when it can be done. If it cannot improve social conditions as an Act of Parliament may do, still it does improve them surely, if slowly, both by influencing other agencies and directly. Take the case-paper system now enjoined by Boards of Guardians. That system is a visible sign of some of the points that constructive work demands: of the family as the unit, of keeping records of all information, of full inquiry.

Take the modern development of volunteer work in conjunction with statutory bodies, as on Children's Care Committees, and more lately the work for soldiers and their

families. The volunteer has no value unless he brings constructive work as his contribution, for all other is either merely remedial or possibly destructive. But for constructive work there is such a field opening as there never was before, and now is the time to fit ourselves to do it. We must work out a plan for our applicants; we must know all that others, especially their own relations, are doing or can do for them; we must enlist personal sympathy and influence. It means real effort on the part of committees no less than of officials and volunteers, but the alternative is doing merely remedial or superficial work: restoring, not building. And we can all recall frightful instances of treasures ruined by 'restoration.'

These notes have dwelt more on character than on conditions of life. The latter are interwoven with the question of co-operation, of working, for instance, with municipal authorities, Health Societies, Infant Centres, Hospitals, Care Committees, and other agencies. It is not possible to give equal time to both aspects of constructive work; each would need a paper to itself. It is only intended in these notes to suggest that there is always an ideal in our work, and that that ideal makes it worthy of every ounce of strength we can put into it. It is not for us to build in gold or silver the shrines of the spiritual life, nor halls for stately use in precious marbles. But we may help to construct sound and healthy houses of stone, or even of wood, and if nothing better offers, straw will make a thatch to keep the rain out. But . . . not stubble.

The discussion was opened by Professor Gillespie, of Leeds, who referred first to the work of Local Pension Committees under the War Pensions Act, pointing out that every case that went before those Committees was a potential opportunity for constructive casework.

Looking at this constructive casework from the applicant's point of view, one saw that the intervention of the C.O.S. in any man's affairs became for the time being one of the circumstances through which the man was obtaining his education in life. Education in its widest sense proceeded through the influence of circumstance upon character. It was our responsibility therefore to intervene in such a manner that our action led to the right kind of response, and the

man we were trying to help became enriched in mind and character. The giving of money might be effective in two ways: a man might so dislike the idea of receiving gifts that he would resolve never to suffer such indignity again, or he might be really encouraged to greater efforts by the knowledge that someone was prepared to help him. On the other hand, the most effective help would more often not be money at all.

Miss Tudor (Brighton) described the conditions of work in a district which included forty parishes, two municipal bodies, and two Boards of Guardians. There was much destructive casework, and social improvement was impossible until this was got rid of. With regard to the 'undeserving,' she thought that the only moral bar to help was persistence in ill-doing.

The Rev. J. C. Pringle said he knew he was speaking to the converted, but the world outside was full of generalisations by theorists and unpractical people. The world did not want casework—did not even want it done by others. Once he was in a train with three clean soldiers and two dirty and half-drunken tramps. By no generalisation could such persons as these two tramps be regarded as other than worthless and harmful to the community. Yet he observed that when the male tramp became conscious of the soldiers opposite there was a change in him. Drunk, dirty, and depraved, the sight of the King's uniform awoke a flame in the man's soul, which, even though it gleamed and flickered but for a few moments, yet proved that there was still some power of response to outside influences.

Many other delegates took part in the discussion. Mr. Tennant pleaded for spiritual ventures—in constructive casework risks must be taken. Mr. Hincks said that labour leaders and the people generally were disappointed with the results of the social legislation since 1905. The heart of the people was sound. No one was so hard on the cadger as the working man.

Mr. Woollcombe said that no social work could be inspiring unless it was based on good casework.

Mr. Chance (Acton) spoke of the good casework done by Boards of Guardians.

Most of the speakers emphasised the importance of careful and patient attempts to deal with cases in which trouble was due to defective character, and the meeting evidently agreed with Mr. Holman when he said that no secretary had begun to understand his work unless he had the capacity to see the gleam of soul in the most depraved.

At the afternoon meeting, Mr. J. R. Roxburgh in the chair, Mr. L. V. Shairp read the following paper on 'Welfare Work: its Relation to Social Agencies Outside the Factory and to the Training of Social Workers':—

'Welfare Work consists of voluntary efforts on the part of employers to improve, within the existing industrial system, the conditions of employment in their own factories.' (Miss Proud's definition.)

Social Agencies we may define as voluntary efforts on the part of groups of citizens to improve, in co-operation with the public authorities, the conditions of life in their own cities.

Charity, Sir Charles Loch has told us, means 'a disciplined and habitual mood in which the mind is considerate of the welfare of others, individually and generally, and devises what is for their real good, and in which the intelligence and the will strive to fulfil the mind's purpose.'

If these definitions are correct there is a close similarity of purpose between Welfare Work and Social Agencies; indeed, Welfare Work is a Social Agency specialising on conditions of employment. Both require in their *personnel* that disciplined and habitual mood which is considerate of the welfare of others.

The basis of both, therefore, is charity, and the qualification for both is a disciplined and habitual consideration for others.

In its most simple aspect we have the employer in a small way of business maintaining a kindly personal relationship to his workpeople. He is among them himself, he knows them by name, he is considerate of their individual welfare, he pays them fair wages, but he by no means regards this as the end of his responsibility. His 'hands' are also his neighbours, and to them he owes a neighbourly duty. Here the employer is his own Welfare Worker.

But in large businesses the employer is far removed from his workpeople—or there is no individual employer but only

a Board of Directors acting for a large body of shareholders—Welfare Work here becomes a 'department' with a large staff and much organisation. The Supervisor at the head is the employer's or the firm's deputy, and she herself will have deputies in her assistants. The root idea—the charity, or the care, of the employer—thus becomes attenuated through much deputising. So in its last aspect Welfare Work becomes a system of management whose main purpose appears to be to maintain efficiency by methods which include some consideration for the individual welfare of the workers. In one Projectile Factory of which I know there are 7000 women and girls and a staff of seven Welfare Workers. The standard aimed at is, I am told, one Welfare Worker to 300 hands. There is not much possibility here of developing the idea of the employer's personal care for his people. If the standard of one Welfare Worker to 300 hands were maintained, the work would still necessarily be more in the nature of schemes for the common good than of individual relationship. It is obvious, of course, that such a standard can only be attained (1) at great cost, (2) with a much larger supply of suitable workers than there seems any prospect of getting. Even in national factories, where the expense falls upon the taxpayer and is an unrecognised item in the bill whose figures are too huge to be appreciated by ordinary people, there must be some limit. In undertakings which are subject to normal economic conditions, expense will certainly operate against the attainment of such a standard. So it seems better to recognise at the outset that Welfare Work, except perhaps under certain specially favourable conditions, is likely to be limited in its scope to the precise wording of Miss Proud's definition, and to be, in fact, a method of management within the factory. Personal intercourse with employees will be incidental, and will depend upon such occasional opportunities as a Welfare Worker may discover in the course of her ordinary routine work.

If, therefore, Welfare Work is to carry out in practice—in anything like full degree—the ideal of personal care which it seems to me is its inspiration, it must be supplemented from outside the factory. It must be linked up in close co-operation with those Social Agencies which are endeavouring

to carry out the same idea by personal relationship with families in their homes.

I have discussed this with a good many Welfare Workers, and they agree. It has, indeed, been suggested that a Welfare Department should have its own outside workers, who should concern themselves with home conditions and with such matters as lodgings for single girls and workers imported from a distance, as well as with means of transit between home and factory. But since there are already Social Agencies whose workers can be utilised and who are likely to have a more general knowledge of the city's institutions and conditions of life, it seems to me better to aim at co-operation with them. The question of expense again comes in here.

There is also a deeper question that seems to me to arise. In the programme of Welfare Work such matters as recreation, social intercourse, and education are included. The full programme, indeed, seems to cover everything. Your doctor and your dentist are at the factory. Your food is at the factory. Your games, your social club, your higher education are at the factory. People are beginning to talk about the corporate life of the factory. All this may be well. But it seems to imply a shifting of the centre of interests away from the home in which you live to the place at which you work. It is worth while, I think, to pause and ask if this is quite what we want. Ought the orientation of our minds to be towards the work-place or the home? Ought so many of life's interests to centre in the work-place?

If the answer to that be 'Yes, because the workers' resources are so feeble and their home life so poverty-stricken that they cannot organise their own lives satisfactorily,' then I believe we have uttered a wicked libel upon our working class.

Most of us are agreed that the principle underlying the work of Social Agencies should be the preservation of home and family life. I need not labour that point here. I think the same principle should inspire Welfare Work.

In practice, co-operation between Welfare Supervisors and Social Agencies in the city has proved at once possible and desirable. At the national Shell Factories in Leeds there is co-operation between the men's labour department and the C.O.S. The factories have attendance officers to visit

absentees. When those officers report to their department that the absence is caused by illness and that there seems to be need of assistance, either with money or by hospital or convalescent treatment or by the disentanglement of some insurance or other muddle, the department notifies the C.O.S., and the C.O.S. 'takes up the case' either as an application or simply a friendly visit. In the same way many of the Supervisors refer cases to the C.O.S. or consult the C.O.S. as to other agencies. Such co-operation may be developed in many ways. The two attempts—to improve conditions in the factory and to improve conditions in the home—should proceed side by side. Apart from general measures, the joint attempt is found to result in what we call 'casework.'

We now come to the question of training.

Special courses of training for Welfare Work are now offered in London and at most of the Universities. These courses may be said to be experimental. They differ considerably. There has as yet been no serious attempt at a uniform standard. We are not yet in complete agreement as to the kind of training a Welfare Worker should have. In the beginning the Ministry of Munitions arranged some lectures for their candidates. From all I have heard these seem to have been spirited attempts by the blind to lead the blind. Then the attempt was made to combine practical work with lectures, but no one quite knew what practical work meant. Some thought it meant living in a Settlement; others thought that going to a factory and 'looking round' was practical work; extremists, I believe, felt that attendance once or twice a week in the office of some Social Agency was desirable. The time-factor was a great difficulty. Posts were waiting to be filled. Candidates were burning to begin. A month—six weeks—seemed an intolerable delay. Then the Labour Exchanges (henceforth to be called Employment Exchanges) came in. They pursued their usual course of introducing candidates to employers and leaving the rest to luck. Many unsuitable appointments were made, both through the irresponsible offices of the Exchanges and otherwise.

But meantime, of course, we were all learning. I have no doubt that now many of the training courses are really useful.

I am not in a position to do more than describe the courses

at Leeds with which I am in some degree concerned. It seemed to us that, whatever previous experience a candidate had had, the work of Welfare Supervision was so important that a carefully thought-out scheme of tuition was a necessity. We also thought that though six weeks was for most people quite inadequate, yet it was necessary to offer a short course immediately, since without such a course many appointments would continue to be made with no training at all. So we instituted an emergency course lasting six weeks. At the same time, for those who were able and far-sighted enough to take what could more properly be described as 'training,' we offered a long course extending over three terms, or nine months in all.

The object of both these courses is to give students a practical knowledge of social institutions and civic activities : to give them an introduction to factory conditions and factory legislation, and to lead them to think about the structure of society and the principles underlying work for social betterment.

As may be imagined, the emergency six weeks' course is a strenuous affair. The general plan, which is subject to variation in accordance with individual student's needs, is to spend the first three weeks in practical work directed from the C.O.S. office, and the second three weeks in practical work in factories under Welfare Supervisors. There are also two lectures from each of the six members of the teaching staff. The lectures are given on one day in the week, leaving four or four-and-a-half days for practical work. During the first three weeks the students attend at the C.O.S. office at ten in the morning, and I am engaged with them collectively for at least an hour. They work on applications for assistance, and, in order that they may also study families in normal circumstances, on friendly visits where there is no distress in the family. In the course of this work they are brought into touch with most of the Social Agencies and Public Authorities in the city, and such measures as the Insurance Acts, the School Assistance Acts, Workmen's Compensation, Old Age Pensions, and so on, are explained. Visits of inspection to Poor-Law and voluntary institutions are arranged, and some Committee meetings are attended. The elements of business

methods are taught, and carefully written reports of all visits to institutions and, of course, 'writing up' on case-papers are insisted upon. During the second three weeks the time is divided between different factories, where instruction is received from those engaged in Welfare Work. At the end of the course there is a *viva-voce* examination. The long course is arranged in a very similar way, but obviously the work is of infinitely more value, because it is less compressed and there is time for serious reading and study, and for the formation of those friendly relationships with people living under 'working-class' conditions from which so much may be learned. As soon as these courses were advertised several scholarships were offered to the University, and most of these have been awarded. In any case the fees are very low.

The short course is repeated as often as may be necessary. For the first short course, which is just completed, six students entered. For the second short course there were eight entries, and for the long course there are twelve. The third short course begins in January.

Miss Macadam had no hesitation in saying that unless a candidate for training had the right background beforehand it was impossible to train for social work in one year. Students were urged to take two years, and showed an increasing disposition to do so. The broad outline of training for Welfare Work before the war was three months' Charity Organisation; three months' other forms of social work, such as Case Committees, Juvenile Employment, Clubs, &c.; three months' special work in factories, including experience of such organisations as the Women's Co-operative Guild, Workers' Educational Association, Women's and Girls' Clubs, &c. This practical training was accompanied by lectures on Social Economics and Philosophy, Industrial and Economic History, practical administration and legislation, with special reference to factory laws and problems of industry.

This represented a minimum; yet, in view of the urgent need of persons to take up work in factories, emergency courses of four and six weeks had been instituted. Such courses were intended as a sort of top dressing for persons who had already had suitable experience. Among the difficulties of training Welfare Workers was the great variety

of the requirements—a single-handed Welfare Worker would have to combine the qualifications of a nurse, an expert caterer, and a secretary with ability to engage suitable workers. Also a certain type of employer had a distrust of theory and knowledge—feared a University training, and preferred a motherly woman in a nurse's uniform with no ideas on factory legislation or on women's wages. Finally, Miss Macadam explained the importance of the right attitude to the workers, which she described as a democratic spirit, free from any touch of condescension or philanthropy, but ready and eager to help the individual when help may be wanted.

A considerable number of questions were asked, and answered by Miss Macadam and Mr. Shairp.

On Saturday morning the usual meeting of delegates was held.

During the Conference Mr. J. R. Roxburgh announced that the first meeting of the Executive Committee of the Federation of Charity Organisation Societies had been held.

Of the twenty-four societies in federation, twenty-three were represented. Mr. Roxburgh (Cambridge) was appointed Chairman, Professor Gillespie (Leeds) Vice-Chairman, Miss Marsland Hon. Secretary, and Miss Hussey Assistant Hon. Secretary *pro tem*. Five societies were admitted to federation.

It was decided that representatives of seven societies should form a quorum, and that members of the Committee should remain in office for three years.

A General Purposes Committee was appointed, consisting of the officers together with Mrs. Finch (Newcastle), Miss Waterfield (Canterbury), and Mr. Norman Graham (Guildford).

It had been agreed to recommend to the Winter Conference that the question of holding or not holding a Summer Conference in 1917 be left in the hands of the General Purposes Committee, with full powers. It had been remitted to the General Purposes Committee to make recommendations as to applications for admission to federation at the next meeting of the Executive Committee.

It had been agreed to write to Sir Charles Loch and to Mr. N. Masterman, thanking them for their work, which had

paved the way for this latest development towards a closer federation of Charity Organisation Societies throughout the country. It had also been resolved to thank the Provincial Sub-Committee of the London Society for its work and to request it to continue that work, and to confer with the General Purposes Committee whenever desirable.

Mr. Roxburgh then asked the assent of the Conference to the recommendation referred to above, which assent was unanimously given.

Reviews.

- (1) *The Nation and Alcohol*. By A. W. Richardson, Vice-Principal of Westfield College. Publishers: The Student Christian Movement, 93 Chancery Lane, W.C.
- (2) *Saving the Children*. By the Duchess of Marlborough. Publishers: The National Health Society, 53 Berners Street, W. Price 1s.

(1) This little book consists of a series of articles reprinted from the *Student Movement*, in which paper they appeared between December 1915 and May 1916.

The book may be recommended as a clear statement of the manifold evils caused by alcoholic drink. When one reads all the evidence as to the damage inflicted by it in England on the health and wealth, the souls and bodies of English men and women, one is disposed to long for the most autocratic and drastic measures for making people sober by Act of Parliament.

Miss Richardson writes well and clearly, and she marshals her authorities in a very convincing manner. Specially striking are the facts as to the excellent, though unfortunately only temporary, good effects of a wave of temperance which passed over Ulster a few years ago, and of the marvellous object lesson afforded by Russia at the present day, where thrift has increased and crime decreased to an almost incredible extent. The difficulty of the undertaking is not ignored in a free country like our own, where people are accustomed to eat and drink what they like, and many of them really enjoy getting drunk. The book ends with a strong appeal to the young students of to-day to take up and solve the problem.

(2) That magic time 'after the war' is supposed to have in store the solution of many problems. Another is stated and solutions are boldly proposed in the second of these two little books. This is the latest of the 'Priestley Memorial' lectures, and it was delivered by the Duchess of Marlborough on June 29, 1916.

The theme of the lecture is the saving of infant life, and in this connection it may be mentioned that the deaths of babies

under a year old in England and Wales, which in 1915 were 109 per 1,000 births, fell in 1916 to 92 per 1,000, the lowest rate on record. The schools for mothers, and other efforts that are being made to improve matters, appear to be bearing fruit, in spite of the increased numbers of the mothers who are doing arduous work in factories.

There is a word of wisdom in the Priestley lecture to which attention may be drawn. It is this: "the education of the prospective father is just as important" as that of the potential mother. This idea might have been further developed. In common parlance the responsibility of the mother for the child and of the State for both is much insisted upon, and that important person the father is almost ignored. As if the father's character, his capacity and willingness for work, his selfishness or unselfishness, his sobriety or self-indulgence, are not the factors upon which, more than anything else, depends in normal times the well-being or otherwise of the whole family. In these days of broken family life and of bountiful and regular State allowances the issue is often confused, and the father's absence frequently brings unusual prosperity to a poor family, but we must hope that when happier times return there will also return better and more natural views of parental responsibility.

A. M. H.

The Cradle Ship. By Edith Howes. Pp. 219. Price 3s. 6d. Cassell & Co., Ltd.

In one respect parents may be divided into two classes: those who believe in inculcating a certain amount of sexual knowledge on their offspring, and those who do not. As is the case with so many controversies, the most violent reactionaries are frequently the most ignorant. In this manner it is the *methods* by which information is imparted rather than the actual knowledge which is of primary importance. Happily there is a large selection of thoroughly sound literature on the subject now available. But of all that we have read nothing excels Miss Edith Howes' most charming volume. It is intended for the very young, but is so replete with real poetry of thought that it will appeal to readers of all ages. The delightful family of five who, snugly ensconced in their fairy craft, travel from one wonder to another, must surely be closely related to Peter Pan. Together they sail to Babyland, and, with fairies to guide them, learn in the most exquisite way from mother-flowers, mother-fish, mother-insects, mother-animals, and finally from human mothers, how they bring their offspring into the world.

To those who withhold all such knowledge from the young it might be pointed out that wondering childhood ponders these things, whether it speaks of them or not. A sense of knowledge (even though that knowledge be far more imperfect than they realise) soothes and satisfies the minds of little searchers after

truth. The poetic text is supplemented by four delightfully dainty fairy pictures in colour by Florence May Anderson.

Social workers who wish to give effect to the recent suggestions that education on such subjects should be extended can unhesitatingly recommend this book to all parents, whatever may be their views on these matters.

F. S. W.

Notes on Social Work Abroad.

UNITED STATES: The State Board of Charities; Poor-Law Almshouses; Relief in Money *versus* Relief in Kind; Health of Social Workers.

The result of the Presidential election escapes all comment at the hands of the *Survey*, although previous to the election an appeal on behalf of Governor C. E. Hughes, from the pen of one of its frequent contributors, was placed in the forefront of its advertisements. 'An undiluted Americanism' forms the first plank. An appreciation of the late Mr. Seth Low, who, as Mayor of New York in 1900, stood for a clean-up of that Augean stable, quotes from Samuel Gompers, the trade union leader: 'A just man was Seth Low. . . His office, his time, his opportunity—all were utilised, not for self, but for his fellow-men. He had the respect and confidence of the men of labour equally as he had it from men of means and the public.' A fine tribute. Mr. Low had been one of the early charity organisationists of the States.

Reference has already been made in this REVIEW to charges of lethargy in the discharge of its duties brought against the State Board of Charities of New York, resulting in the perpetuation of abuses in institutions supposedly under the supervision of the Board. Judging from the report of Mr. Strong, the special commissioner entrusted with inquiry into the matter, much of the unsatisfactory conditions brought to light through his investigations would seem to lie at the door of the State Legislature itself, which has made no provision for ensuring special fitness or knowledge as a qualification in nominees for the post, and has since set up a fiscal controller and also various committees with powers and functions which, to a certain extent, displace those of the Board itself. All these Mr. Strong would sweep away while retaining the State Board itself, reformed by the introduction of paid members and the substitution of tenure during good behaviour instead of for a term of years. Apparently the activities of the legislature have been as much to blame as the inactivity of the Board.

Westchester County, at its southern extremity, abuts upon Brooklyn and New York city. It is therefore semi-urban and thickly populated. For the last three years the post of Superintendent of the Poor has been held by a Mr. Macy, a man of private means, for the sake of the opportunity thus afforded him

of studying social problems. He has employed two investigators for the last two years in tracing the antecedents of the approximately 600 persons accommodated in the county almshouse (English workhouse) during 1914. A notice of his official achievements appears in the *Survey*, in view of his standing for the elective post of Commissioner of Charities and Correction for the same county, which incidentally sheds some light on poor relief administration in the States. The duties imposed on a Superintendent of the Poor by law (in New York State) include the management of the almshouse, the county hospital, and the poor farm, and the task of boarding out in families, through agents, the children of the rate. The institutions were annually inspected by the Board of Supervisors, and 'if the superintendent kept the inmates well fed, made a show of cultivating the farm, and left the hospital to take care of itself, he was sure of approval.' In the present case the buildings were antiquated, and the records contained the names of thirty inmates, chargeable to their respective towns, who were not in the almshouse at all. But then, as *per contra*, there were thirty other persons actually resident whose names were not on the books. Petty graft prevailed among the inmates themselves. Mr. Macy has had to collect his own staff, to re-equip the hospital, and to improve the management of the farm till it has produced £2,000 where it produced six hundred pounds' worth before. One wonders what will prevent everything from sliding back into the old slough when Mr. Macy's three years' term of office has ended. Miss Winslow, the Home Economist to the New York C.O.S., in arguing in favour of trusting heads of households with money to do their own marketing instead of giving them tickets or orders for food articles, mentions that a study of 500 food orders shows that families can purchase just as cheaply as social workers, except where the latter can place orders so large as to command wholesale prices. Besides, it is more educative for the applicant, her household management having, of course, the privilege of criticism from her friendly visitor. Then, again, people in poorer neighbourhoods are not keen to appear in fashionable cast-off garments from Fifth Avenue mansions. Until dyed and remodelled such attire renders the wearer too conspicuous in her native haunts. Incidentally, Miss Winslow mentions that it is always easy to raise funds to be applied in payment of arrears of rent. The idea of keeping a roof over some poor indigent's head appeals with special force to the charitable.

Several of the big philanthropic concerns, such as the Russell Sage Foundation and the C.O.S., have of late years required the members of their staffs to undergo a periodical medical examination by the institution's own physician. The older the official the more frequent the examination. Over 500 employees have been thus examined. They are described as having submitted willingly. Ailments were most prevalent in the age group 21 to 35 years.

Perhaps it was the most numerous. During 1915, 607,176 days' work was put in by the staff of one society. Ten days were lost among the 42 males, and 632 days among the 176 females, being an average per individual per annum of two hours and three-and-a-half days respectively. The diagnoses are confidential, and are kept under lock and key by the chief executive.

The Protestant Episcopal Church in Chicago is taking the initiative in proposing to the other denominations, Jews and Roman Catholics included, to establish a 'Civic-Religious Bureau' to collect and circulate accurate information 'on moral questions of civic import, particularly those affected by public administration.' In December upwards of thirty (*sic*) denominations, comprising eighteen million adherents, were represented at a Federal Council at St. Louis. The Council, originally founded eight years ago by private church members, is said to be now officially recognised by the authorities of the denominations concerned. It now advocates sex instruction by parents and schools, evidence of physical fitness and normality in those proposing to marry, and uniformity in marriage licences.

Proceedings of Council.

AN ordinary meeting of Council took place at Denison House on Monday, February 5, 1917, at 4.30 P.M., Mr. John Tennant in the chair.

There were present:—

BATTERSEA:—Miss Blair, Miss Darby.
 BERMONDSEY:—Miss Armstrong.
 BETNAL GREEN:—Miss Wray, Miss Sandys.
 BRIXTON:—T. Warren Crosse.
 CHELSEA:—Mrs. Curteis, A. B. William-son.
 CLAPHAM:—Miss Arch.
 DALSTON:—Miss Weber.
 DEPTFORD:—Miss Marchant.
 DULWICH:—Rev. H. E. Jennings.
 FINSBURY:—Miss Lonsdale, Miss Hodgson.
 FULHAM:—Mrs. Perrott.
 GREENWICH:—Rev. F. J. Tackley.
 HACKNEY:—Miss Miles.
 HAMMERSMITH:—Miss Bryan, Mrs. Pantin, J. M. Currie.
 HAMPSTEAD:—H. F. Pooley.
 ISLINGTON:—Miss Levy.
 LAMBETH:—Dr. Elcum.
 LEWISHAM:—Miss Goody.
 PADDINGTON:—Miss Humphry, Mrs. Merston, Miss Isaacs.
 POPLAR:—Miss Boswell.
 ST. GEORGE'S, HANOVER SQUARE:—Miss Cory, Hon. Mrs. Vickers.
 ST. JAMES' AND SOHO:—Miss Lawrence, Miss Alder.
 SOUTH ST. PANCRAS:—Rev. C. F. Rogers.

SHOREDITCH:—Miss Vaughan.
 ST. SAVIOUR'S:—Miss Townsend.
 STEPNEY AND MILE END:—Lady Jones.
 VAUXHALL:—Miss Ker, Mrs. Pearce, Miss Orred.
 NORTH-WEST HAM:—Miss A. E. Clarke.
 WHITECHAPEL:—J. Parsons, Miss Willis.
 ADDITIONAL MEMBERS:—A. M. M. Crichton, Miss Matheson, Mrs. Mylne.
 Metropolitan Association for Befriending Young Servants: S. J. Douglas.
 Invalid Children's Aid Association: Mrs. Munro.
 Hospital Almoners' Council: Miss Cummins, Miss Edmonds.
 TOTAL:—49.
 SECRETARY:—Rev. J. C. Pringle.
 VISITORS:—Miss Johnston, Miss Gordon, Miss Plater, * E. Beardoe-Grundy, Miss Hatton, Miss Hollis, Miss Clarke, Mrs. Wingham, Miss Joseph, Miss Macgregor, Mrs. Vigers, Miss Paddon, Miss Cope, † Miss Bompas, Miss Nixon, Mrs. Russell, Miss Bolton, Miss Warner, Miss Carey, Miss I. N. Hill, Miss Ferard, † E. M. Salmond, Miss Michael, Miss Esdaile, Miss Purdon, Miss Gwynne, § Miss Ruston, § Miss Hume,** Miss Rowe Hogge, I. F. Grant, Miss Harvey Hall, Miss Fisher.

* Guy's Hospital.

† London War Pensions Committee.

** Westminster Health Society.

† Brompton Hospital.

§ St. Thomas' Hospital.

ST. GEORGE'S EAST COMMITTEE.

It was reported that Mr. A. D. Wilde had been elected Chairman of this Committee in place of Rev. H. Iselin, who was now resident in the country. Mr. Iselin's twenty years' good work for the Society was gratefully noted.

VENEREAL DISEASES.

Dr. F. N. Kay Menzies, Principal Assistant Medical Officer under the London County Council, explained the scheme of the L.C.C. for dealing with venereal diseases in London. This was in the hands of members. It had come into force on January 1.

Dr. Menzies said it was calculated that 50 per cent. of the persons suffering from these diseases were innocent victims.

The Royal Commission had agreed unanimously on thirty-three recommendations, and two important deductions—viz (i.) a warning, that 10 per cent. of the population were probably suffering from these diseases. The speaker went on to emphasise the very serious effects of these diseases upon the persons infected and their offspring.

(ii.) A message of hope. This arises from the discovery of vastly improved methods both of diagnosis and treatment.

Great wars tended, he said, to produce a great increase of the incidence of these diseases. Germany was as much troubled as we are.

The L.C.C. scheme was on trial for the period of the year 1917. No special clinics are to be provided by the L.C.C. unless and until it is proved that the general hospitals cannot meet the needs. The scheme was joint with the nine authorities round London, so that it dealt with eight millions of people.

Twenty-two hospitals were specially selected. Diagnosis and treatment were to be free, favourable hours to be chosen, the names of patients to be made known only to the doctor in charge and not to the L.C.C. Drugs to be supplied free to doctors on approved lists. Poor-Law patients could be treated under the scheme *if infective* (i.e., tertiary Poor-Law cases do not come under the scheme). The beds to be set aside vary between two and seventy, amounting to between 250 and 300 in all at present. The hospitals would receive block grants irrespective of numbers of patients treated. The total expenditure for the year was estimated at £50,000.

EDUCATIONAL CAMPAIGN.

The effort of the Council will be directed to certain official groups:—Medical practitioners, magistrates and police, Poor-Law authorities, Port of London Authority, educational leaders. The National Council would undertake unofficial organisations, churches, trade unions, rescue workers, etc.

Dr. Menzies then referred to allied problems: (i.) Prostitution. During the last three years the Metropolitan Police had brought before the Courts no less than 17,000 women for soliciting. This was no solution, nor is there any other at present known.

(ii.) The fact that one person may deliberately infect another with one of these diseases without committing any offence! This should cease to be so.

(iii.) Compulsory detention. Numbers of persons were discharged from prison in an infective condition.

(iv.) Similarly with Poor-Law institutions. Some hold that

these persons can be detained under an existing Act. It should be made clear.

(v.) Many sailors and soldiers are infected. None should be discharged from the service until cured.

(vi.) Quack doctors and remedies. In the vast majority of cases these did no good: they prevented the patient from having recourse without delay to sound treatment. These should be prohibited, and also their advertisements.

(vii.) Compulsory notification and treatment. At first sight the case for this seemed unanswerable, but the Royal Committee found that the *effect* of this measure would be the *opposite* of that desired, to wit the stamping out of the disease.

It must be remembered that a year ago the facilities for treatment were quite inadequate. In five years the position would be very different. The public would know much more about the subject, and might be expected to demand notification.

Mr. F. S. Warburg said he had been trying to think out what the C.O.S. could do, if anything, to help. He believed in eugenics teaching in the schools.

He thought the Society, both in and out of London, could help to get together audiences for lectures. He believed it was established that 90 per cent. of London prostitutes came within the limits of the white-slave traffic. The police and the magistrates had the matter in their hands. They acted in accordance with the volume of public opinion behind them. The C.O.S. ought to be able to help in forming public opinion.

In reply to a question, Dr. Menzies said compulsory notification had always been violently opposed in this country in connection with any disease: the public must be prepared before it could be done.

Of course compulsory notification was useless without compulsory treatment, and that would be regarded as an infringement of the liberty of the subject.

Mr. Crichton said that the matter had been discussed by the Poor-Law Association. They were against compulsory measures as impracticable.

Sir Lawrence Jones asked why patients from Maidstone and Dover were to come to London instead of going to their county hospitals: and whether the supply of salvarsan and substitutes was now adequate.

Dr. Menzies was glad to have an opportunity of saying that the counties which had joined London were *also* working local schemes. Both English and French substitutes for salvarsan had been produced with complete success.

Mr. Pooley asked in what degree salvarsan and substitutes were efficacious.

Dr. Menzies said he was bound to accept the opinions of clinicians on this point, and that they were to the effect that these remedies were efficacious.

The Chairman thanked Dr. Menzies, and this was received with acclamation.

The Council then adjourned.

AN ordinary meeting of Council took place at Denison House on Monday, February 19, 1917, at 4.15 p.m., Mr. John Tennant in the chair.

There were present:—

BATTERSEA:—Miss Blair, Miss Darby.
 BERMONDSEY:—Miss Armstrong.
 BETHNAL GREEN:—W. A. Bailward, Miss Bruce, Miss Sandys.
 BRIXTON:—T. Warren Cross.
 CHELSEA:—Miss E. Stapleton, Mrs. Curteis, Miss Barcroft, A. B. Williamson.
 CLAPHAM:—Miss Pollock, Miss Arch.
 DALSTON:—Mrs. Weber.
 DEPTFORD:—Miss Marchant.
 FINSBURY:—Miss Lonsdale.
 FULHAM:—Mrs. Perrott.
 HAMMERSMITH:—Mrs. Pantin.
 ISLINGTON:—Miss Levy, Miss Kent.
 LAMBETH:—Miss H. M. Hill.
 NEWINGTON:—Miss Ashe, Miss Oldfield.
 PADDINGTON:—Miss Humphry, F. S. Warburg.
 ST. GEORGE'S-IN-THE-EAST:—Miss Barron.
 ST. GEORGE'S, HANOVER SQUARE:—Hon. Mrs. Vickers, Miss Cory.
 ST. JAMES' AND SOHO:—Miss Lawrence, Miss Alder, Miss Hornby.
 ST. MARYLEBONE:—F. Morris.
 NORTH ST. PANCRA'S:—Miss Goodchild.
 SHOREDITCH:—Miss Plews, Miss Vaughan.
 ST. SAVIOUR'S:—Miss Townsend.
 STEPNY AND MILE END:—Lady Jones.

VAUXHALL:—Mrs. Pearce, Sir L. Hare, K.C.S.I., Miss Davies.
 NORTH-WEST HAM:—Miss St. Hill.
 WHITECHAPEL:—Miss Bourdillon.
 VICE-CHAIRMAN:—Lord Sanderson.
 ADDITIONAL MEMBERS:—Rev. E. S. Shuttleworth, E. Bond, Mrs. Mynne, J. R. Roxburgh, Lady Mary Trefusis, Miss Oakeley, Miss Broadbent.
 TREASURER:—G. T. Pilcher.
 METROPOLITAN ASSOCIATION FOR BEFRIENDING YOUNG SERVANTS:—S. J. Douglas.
 ASSOCIATION OF WOMEN HOUSING WORKERS:—Miss Dickin.
 TOTAL:—53.
 SECRETARY:—Rev. J. C. Pringle.
 VISITORS:—Miss Moore Smith, Miss Johnston, Miss Bartlett, S. Jones, Miss Stapleton, Miss Macgregor, Mrs. Vigers, Miss Gordon, Miss Isaacs, Miss Depledge, Lady Jane Ferrers, Miss Popham, Miss Richardson, Miss Morris, Miss Nixon, Miss Worship, Miss Plater, Miss Milnes, Miss Forman, Mrs. Russell, Miss Miller, Miss Carey, Miss Harvey Hall, Miss I. N. Hill, Miss Ferard, Miss Warner, Miss Fisher, Miss Kenrick, Miss Louis.

A communication from Rev. F. B. Meyer was read regretting his inability to attend.

CHAIRMANSHIP OF COUNCIL.

A letter was read from Dr. Bosanquet finally resigning the Chairmanship of the Council, owing to ill-health. Dr. Bosanquet's resignation was accepted with much regret.

A letter was read from Sir Charles Nicholson, Bart., M.P., accepting Chairmanship of Council for the ensuing year; and the adoption of a recommendation of the Administrative Committee that he be elected was moved by the Chairman, seconded by Mr. F. Morris, and unanimously agreed to.

ANNUAL REPORT OF THE COUNCIL.

The reception of the annual report was moved by Mr. F. Morris, seconded by Mr. Roxburgh, and agreed to with a few verbal alterations.

ANNUAL REPORTS OF SUB-COMMITTEES.

These were adopted:—

Provincial Sub-Committee, on the motion of Mr. Roxburgh, seconded by Mr. F. Morris.

Registration Sub-Committee, on the motion of Mrs. Curteis, seconded by Mr. Roxburgh, subject to emendations.

Thrift and Savings Sub-Committee, on the motion of Mr. Bailward, seconded by Mr. F. Morris.

Medical Advisory Sub-Committee, on the motion of Mr. F. Morris, seconded by Lady Jones.

CAMBERWELL COMMITTEE.

The resignation of Miss Livingstone, Hon. Secretary Chamberwell Committee, was reported. On the motion of Lady Jones, seconded by Mrs. Curteis, it was agreed to express to Miss Livingstone the regret of the Council at her resignation.

MUNITION WORKS EXPLOSION.

Mr. S. Jones, Secretary North West Ham, read a report by Miss Moore Smith, Secretary South West Ham, on distress caused by this explosion.

MUTUAL REGISTRATION OF ASSISTANCE.

Lord Sanderson made a statement with reference to the deputation to the President of the Local Government Board on this subject, which he had himself introduced. The President had been accompanied by Mr. Hayes Fisher, M.P., when he received the deputation.

Mr. Roxburgh, Mr. F. Morris, Miss Marker, Mr. Woollcombe, Chancellor Dowding, of Liverpool, and Mr. Harlow, of Birmingham, spoke.

CHARITY ORGANISATION AND RESEARCH

Mr. Bailward introduced the memorandum on Charity Organisation and Research which had been circulated to members and District Committees, and which he had himself drawn up. Inquiries into social matters had exercised considerable influence in the past, and the demand for them was increasing. He held that the Society's case papers contained immense treasures of information, while the Society's workers were exceptionally skilled in collecting such information as is sought in such inquiries. Topics innumerable suggested themselves: the need was to select them. His Fabian friends seemed to be always engaged upon some inquiry, and he felt that the C.O.S. had a fine future in this direction.

Lord Sanderson anticipated that in the period of rearrangement following the War it was possible that the Society might be consulted, and the method advocated by Mr. Bailward would enable it to give those instantaneous replies which are, perhaps unreasonably, expected of people like the C.O.S., who are 'supposed to know all about it.'

Mr. Adair Hore referred to the suggestion he had made in his 'Mobilisation of Voluntary Effort,' that a Research Department was a function voluntary effort might perform. He then read a statement on the objects of a Research Department.

Mr. F. Morris thought no one could doubt the importance of Mr. Hore's far-reaching proposals. He instanced a pressing problem of the moment—viz. the need of finding out approximately the number of advanced cases of phthisis to which a compulsory removal order, if passed, would be applicable. He moved that the proposal should be referred to the Administrative Committee for consideration.

Mr. Tennant raised the question whether C.O.S. cases are not a selected rather than an average group.

Mr. S. Jones, on behalf of North and South West Ham, said both these Committees were quite prepared to carry out the scheme. He suggested a new *ad hoc* application and decision book, cases to be indicated by numbers, names and addresses omitted. There might be ten columns, the headings of which should be supplied by the Administrative Committee. He did not think C.O.S. cases were representative of the whole working or poorer classes.

Mr. Bailward seconded the reference of the memorandum to the Administrative Committee.

Mr. Morris moved, and Lady Jones seconded, the reference of Mr. Hore's much larger scheme to the Administrative Committee.

The motions were agreed to. The Council then adjourned.

SUPPLEMENT

TO THE

Charity Organisation Review.

MARCH 1917.

The Library.

Those who are engaged in the study of social work are finding more every day that the lives of the people are conditioned by intricate Acts of Parliament and the visits of inspectors. It is now a necessity for them to be able to obtain the use or possession of reports, books, and pamphlets, official and unofficial, informing them what these Acts are, who these inspectors are, how they are working, and what their own attitude or co-operation should be. If you are among the number of such students, you are probably feeling more and more the need of someone to whom you can write a postcard, or telephone, stating your query, and who will lend you or order for you exactly the book or paper you require. The Librarian of the C.O.S. at Denison House, 296 Vauxhall Bridge Road (telephone Victoria 871), is prepared to render you this service. Very often the paper or report you want only costs a few pence, yet it means for you an afternoon wasted on a journey to a publisher—a journey not unfrequently without result, since those firms do not keep on the premises expert advisers on such matters, and can only supply purchasers who know the number, date, and title of the document they require. The Librarian at the C.O.S. will order the proper publication to be posted to you with a note of your indebtedness. When a book in the Library is likely to help you he will inform you of the same, and, should you be unable to consult it here, would post it to you on loan for a definite period, charging you only with the cost of postage.

N.B.—The Society would be very grateful for any useful books which readers may care to present to the Library. It is doubtless well known that no charge is made for the use of the Library, and there is no fund available for the purchase of books.

Library of the Council.

The following publications have been received for the Library during the past month :—

The Survey. New York C.O.S. January 13, 20, 27, 1917.

Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. January 18, 1917.

Volkswohl. Dresden. January 18, 1917.

Annual Report of the New York C.O.S. 1916.

Copartnership Journal. February 1917.

Bollettino dell' Ufficio del Lavoro. Roma. July-August 1916.

Prostitution in Europe (A. Flexner). New York. Presented by the Association for Moral and Social Hygiene.

Board of Trade Labour Gazette. February 1917.

Report of the Commissioner of Police of the Metropolis. 1915.

Notice.

In-patient Letters of Admission to the Royal Sea-Bathing Hospital, Margate, will be very acceptable at the Central Office of the C.O.S., Denison House, Vauxhall Bridge Road, S.W.

HOSPITAL LETTERS have been received from : H.M. The Queen, J. J. Ikle, Esq., James Roger, Esq., Sir W. Chance, Bart., Lady Paul, Bethnal Green Committee, Islington Committee, Battersea Committee, Lord Glenconner, Hackney Committee, Miss Douglas, Dalston Committee.

THE Charity Organisation Review.

No. 244.—NEW SERIES.

APRIL 1917.

Price 6d.

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Editorial Notes.

THE Report of the Commissioner of Police for 1915 comes to us late, but is a mine of curious and interesting information. The English police force consists of a body of men unique in the world for its command of public confidence and even friendship in the discharge of its duties. The strenuousness of these duties has naturally been greatly enhanced during the War. Large numbers of the Metropolitan force have been employed on special duties for various Government departments, some 2,000 have been lent to the military authorities as drill instructors, &c., and, owing to the suspension of recruiting, the natural wasting has brought the Force 1,508 below its authorised strength. From all these causes only 9,900 men are available for ordinary duty over an area of 699 square miles. The pay of the whole Force during the year was £2,303,530, and the rate $8\frac{1}{2}d.$ in the £. In addition to the professional police there were serving on December 31 last 31,455 special constables.

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* * *

The record of the work of the police is a record also of a large part of the sins, sufferings, and sorrows of the people of London. During the first year of the War their sins, if we may judge from statistics, diminished. There was a decrease of 17,582 apprehensions by the Criminal Investigation Department, a decrease distributed amongst all offences, but most

noticeable in arrests for drunkenness. But the whole number of apprehensions still remains huge, over 114 thousand, and suggests a painful picture of the conflict between the lawless individual and the community with which he cannot come to terms. The extreme case of this conflict is illustrated by the murders, of which there were no fewer than twenty-four of persons above one year of age, an increase of five over those in 1914. Seven of the murderers were undiscovered, a proportion larger than one might expect from the popular belief that murder will out. At the other end of the scale we find the sins of the children under sixteen, and here, as many have pointed out, there has been an increase, 4,744 having been taken into custody as against 3,346 in 1914. 'With so many of the fathers serving in the field and mothers in temporary employment, it is not surprising that the children suffer from lack of control. The darkness of the streets gives children opportunities for pilfering which they do not have in peacetime.'

* * *

The sufferings which bring the people into contact with the police are chiefly those arising out of street accidents, and these have largely increased, owing to 'the more difficult conditions prevailing in the streets since the outbreak of war and to the depletion of the ranks of experienced drivers.' The number of accidents by which people were killed was 851, as compared with 639 in 1914, and the number in which persons were injured was 25,867, as compared with 25,470 in 1914. Private motor-cars are responsible for far more of the accidents than any other kind of vehicle, while motor omnibuses come next for deaths, and trams for injuries. Does this point to greater leniency on the part of the police towards private owners, or is it merely that they are more difficult to trace? The need for the motor ambulance service now established by the L.C.C. seems hardly less pressing than if London were a permanent battle-field.

* * *

Amongst the sorrows of London must surely be included 'vehicles unduly noisy,' and of these 14,227 were reported in 1915, as compared with 12,611 in 1914; more than half of

the offenders—8,773—were, of course, motor omnibuses. It is more doubtful what category 'lost property' comes under; the strange absent-mindedness of the owners hardly amounts to a sin, and it may be questioned how far the loss of an umbrella or a bag amounts to a sorrow. But it is satisfactory, and perhaps indicates that war conditions produce greater alertness, that the number of articles lost in 1915 was 9,976 fewer than in 1914, amounting only to 77,004! The story of lost property throws a curious light on human psychology. We can understand our forgetting detached articles, such as bags and umbrellas, though, considering our climate, 28,479 of the latter seems an excessive number; but why do we leave behind us thousands of articles of clothing, thousands of purses, and hundreds of watches? And again, why do we reclaim so small a proportion of our property, much less than half? Perhaps it is not generally known how easily it may be recovered. A notice explaining this might be hung in all public vehicles, and might also serve the purpose of reminding us not to leave anything behind.

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* *

A passage in our 'Notes on Social Work Abroad' this month (p. 172) tells how a well-known Labour leader in America objected to compulsory health insurance on the ground that the movement comes from those who want to do something for Labour, whereas Labour wants to get things done for itself. This feeling, which the C.O.S. should be able to understand, seems to be very strong in America; so much so that the secretary of the Printers' Trades Council suggests a league of employers and employed to fight their common foe—the social worker! The social worker would not have lived in vain if he were indeed to become the means of union between employers and employed; but this twofold hostility should at least make him consider once again how far he is on the right lines. He naturally wants the mass of the people to develop in directions which seem good to him, but it is just possible that their real line of development is in quite a different direction, and that it is some dimly-felt realisation of this which makes them resent benevolent interference from another class—we might perhaps say from another type of

civilisation. There is the same suggestion in the paper on 'Changing Social Ideals' (pp. 136-53), where Miss Sewell forecasts 'some of the difficulties that we might expect when the people wake up to the fact that they are themselves paying to have done for them what they do not really want.'

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MSS. intended for publication should reach the Editor before the end of the month.

Changing Social Ideals.

SOCIAL ideals do change. For some of us the change is deliberate, the result perhaps of definite thinking or reading or of some special bit of experience, or it may be the outward expression of a spiritual force within us that we did not know before. To others, perhaps to most, the change comes imperceptibly; it just comes; we wake up some morning and realise that things are not as they were, that the stream of time has carried us to a new place, and that our view is a different one. What seemed to be quite natural and right has somehow ceased to be satisfactory, and what would have seemed quite chimerical begins to look quite reasonable.

There is very little doubt that our ideal for society to-day is quite different from what it was not so very many years ago; and, with a change in our view of what ought to be, there has come a change in our view also of what we ought to do. The two hang closely together.

Shall we consider what are our ideals now, in what ways they differ from what they used to be, and in what directions we have to change the things we do to fit the change in the things we desire?

I am sure it is true to say that we have a much higher ideal than we used to have, that we can trace the gradual growth of an aim at something much bigger, much more generous, much more just for society as a whole than was imagined, except by a very few, let us say fifty years ago.

In those times, and indeed till comparatively recently, it is very nearly true to say that we never thought of the working class otherwise than as to some extent economically dependent.

Almsgiving comprised the whole duty of man—and of woman—towards those classes of society collectively called ‘the poor.’ The gift of money or money’s worth, clothes, food, and so forth discharged the obligation: to give was enough. Such gifts we called ‘charity,’ and charity, as a matter of fact, was practised more from the point of view of the giver than from that of the receiver. To give was a religious rather than a social duty, it was for oneself really more than for one’s neighbour, and it mattered little who received the gifts or what use was made of them. It was not particularly asked whether they were adapted to any special end, whether they were adequate or suitable, or effective; the gift being made, the conscience was at rest. This ideal has passed away, or very nearly. The next was one in which there was a conscious effort to obtain definite results; it saw hospitals and orphanages founded, charities for afflicted persons of all sorts sprang up on all sides. Charity was more practical, the poor were certainly more considered, and if the idea of saving one’s own soul still remained as a moving force it became less the dominant one.. Social questions were growing more generally interesting, it was gradually becoming apparent that the welfare of the whole was one with our own individual welfare, it was felt to be an anomaly that in a great and so-called prosperous country there should be marked and tragic contrasts, undreamed of depths of poverty and heights of luxury, that there should be vice directly traceable to conditions of existence, to conditions which ought not and need not exist, that education should only be attainable by the few, that there should be no scope for exceptional talent or character unless fate had decreed that they should make their appearance in the ranks of the well-to-do.

I think we may believe that a real revival of social interest and sympathy took place at this stage, and there arose a sense of corporate as distinct from individual responsibility. The Poor Law was reformed and more thoughtfully and humanely administered; factory laws were passed; education became general and was made free; government grants to voluntary schools and with them government inspection became frequent.

And, as is the case in all revivals (probably it is inevitable),

much evil sprang up with much good. A charitable chaos more or less supervened, a chaos not yet reduced to order.

Zeal and sympathy created charities in all directions, churches and chapels vied with each other, voluntary effort went on its way without regard to the State, and the State took small heed of the volunteer. This condition of things led up gradually to a new set of ideals. Thoughtful people began to realise that there was an enormous waste through over-lapping, duplication of action in some directions, together with absence of any action at all in others; waste, also, from the fact that there were no standards, that money was asked for and given as freely to bad work as to good, and, what was worse, that the people whom it was intended to help were being injured in character, their independence undermined, and the end of improving their condition not reached either.

Charity or social service, which from this time becomes a better and truer name for what we are talking about, was then, as it is still (though, I think, less) materialistic. It overlooked the everlasting truth that man does not live by bread alone, and that the charity or service that does not keep well in view the importance of individual character will not cure social ills.

Courage and energy, perseverance, independence, foresight, these are qualities needed by the poor as well as by us all, for satisfactory life and true welfare. Character and circumstance react upon each other, but character affects circumstance a great deal more than circumstance affects character. We may say, and with partial truth, that the drunkard is made by the slum, that immorality is the result of overcrowding, that insanitary conditions produce weak health, and weak health spells weak will, that life in the factory kills initiative and originality, but we can see all these evils every day where there are no such disadvantages, where life has been easy and circumstances indulgent. And, on the other hand, we have seen the highest qualities developed in the midst of the worst conditions.

But to return. Out of the welter of charities and the evident inefficacy of mere material aid grew the new ideals of organisation and of the worth of character as an instrument

of progress. The place of honour as teacher and exponent of both these we must give to the Charity Organisation Society, best known in London, but existing also in other towns and influencing opinion more widely than it will ever be possible to trace, chiefly, of course, because it was the voice, so to speak, of growing conviction, arrived at independently, but largely also because of the strong personality and social enthusiasm of its leading representatives, and because it made its appeal to the intellectual as well as to the moral sense. 'Organisation and Character' then became the new watchwords. Organisation implies co-operation, and co-operation comes very hard to the ordinary Briton; he loves to have everything his own way, efficiency is not so dear to him as a free hand! And character building is slow work and demands much, and we all love quick returns and are disposed to take the line of least resistance. So it has happened, and there is nothing very surprising about it, that the methods rising out of the new ideals have not been popular methods, they have not been acclaimed, so to speak; indeed, they have met with a good deal of opposition, so that those who have openly avowed them have in some sort had to fight their battles and may claim the honour of some persecution for what has been to them 'righteousness sake.' Notwithstanding which, the old charity has become more and more apologetic, and there is, in my mind, no doubt at all but that the newer is the influential ideal. It is one of order, of efficiency, of combined and co-ordinated effort on the part of social reformers that now holds the field.

Underlying both these phases that I have been sketching is the assumption of an only partially independent class, a class always needing help (material help I mean) from somebody. The sense that this was a fit and right condition grew out of past social organisation, no doubt, and can be explained historically; and the study of modern social history also and of industrial development shows how the growth in numbers and increasing need of one class has intensified the claim on another; how, as the contrasts between wealth and poverty became more and more accentuated, it seemed increasingly urgent that one class should come to the aid of the other. Poverty has constituted a

claim, it has made an appeal, it has sought a grace, and charity has been the response; the fundamental assumption of a dependent class has remained.

It remains largely still. But are we content with this ideal? I think not. I think at least that theoretically we are not, and actually I believe there are many signs that it is rapidly passing away.

If you do not grant so much as that, think, at least, how it has changed within the memory even of the last generation. Such phrases as 'our humble friends,' 'our inferiors,' the 'duty' of the poor to their 'betters,' are still not altogether unfamiliar, but we do not use them nowadays. Nor have we story-books for our children written in the language or in the spirit of those provided for our great-grandparents when they were young, such as, for instance, Miss Edgeworth's tales, 'Simple Susan,' for instance, or Mrs. Barbauld's works, or Mrs. Trimmer's delightful 'Fabulous Histories,' in which we read how Miss Harriet and Master Frederick were trained by their Mamma not only in kindness to animals but in the practice of benevolence to the poor. "'You shall, my dear,'" says Mrs. Benson (it was the case of relieving a poor woman with a sick husband and seven children in a starving condition) "have the pleasure of relieving her yourself; give this half-crown to her." Miss Harriet, with a delight that none but the compassionate can know, extended the hand of charity. The woman received her benefaction with grateful acknowledgments; and, praying the Almighty might shower down His choicest blessings on this worthy family, respectfully took leave.'

This is not merely old-fashioned in wording, it does express an old-fashioned ideal. We do not think on those lines to-day. Another sign of the passing of the old ideals of relationship between classes may be found, I think, in the very change from unorganised to organised charity that we have just been noting. Organisation is an evidence of a higher aim, of a growing recognition that justice as well as mercy calls for more thorough and serious effort on our part.

Are these later ideals the last word, so to speak? I think by no means. They have themselves—quite naturally

again—prepared the way for changes. Already the organisation of voluntary charity is giving way, voluntary charity is itself being superseded by what we may call public charity. The State has turned social reformer and benefactor.

The sympathy that produced the hospitals and orphanages, the asylums and schools, the doles and the blankets, has, together with the more sober enthusiasm that faced facts and made deductions, that used statistics as a tool of reform and that pointed out failures, that took thoroughness for its watchword, that assumed the rôle of friend rather than that of patron, that strove to build, if slowly, yet on sure foundations, that gave itself to the perfecting of the human instrument, this enthusiasm, that overflowing sympathy have together not defeated their own ends but defeated their own means.

The voluntary school gives place to the State school, the voluntary hospital to the Poor-Law infirmary, the orphanage to the District, Industrial, or Reformatory school, the County or City Asylum takes the place of the Bethlehem. Labour Exchanges under the Board of Trade do the work attempted by voluntary Registries and Employment Committees. The County Council takes over the children who are deaf or blind or deficient, special committees perform largely the functions of the old district visitor, the invalid children visitor and other such. Old-age pensions and State insurance relieve the private purse in the care of the old and the sick. Sanitary Committees of the borough or county, public dispensaries, and sanatoria, medical and dental inspection of school children, women inspectors to overlook the rearing of infants, all these seem to supersede personal initiative and activity.

Are we not under the influence of a new ideal, an ideal which demands that private and intermittent benevolence shall be superseded by public benevolence? Instead of the paternal class we are to have the paternal State. The new democracy is proposing to give, and is already largely giving, to the poor what it considers they need, not as a grace, but as a right, and dip not into the private but into the public purse, which must be filled to match. And wages will ultimately be reduced to match, or, rather, not raised as they otherwise would be.

How does the new order affect our work? How far does this changed ideal commend itself to us? For we have come to the place at which we more or less stand, and we have to look forward as well as around.

Looking forward, an outstanding feature is, I think, the increasingly democratic character of government, especially of local government. Wage-earners as opposed to salary-earners are in an enormous majority, they are the people of the least education in a narrow sense, they are the people of least culture taking culture in the ordinary sense, they form the class with the least experience of responsibility, the least practice in the arts of government, the class which, through no fault of its own, has the narrowest outlook. But they are people who have had poignant experiences of life, who necessarily feel that the first and foremost use of political power is to improve their own material position.

We have had a democratic majority for a good many years, it is true, but it takes a long time to exercise a new function, the beginnings are as clumsy and ineffective as the movements of a child learning to walk, and we have not seen anything like what we shall see. Any election, parliamentary, civic, or rural, could be turned by the wage-earners, they are in the majority everywhere. But masses of them, so far, never vote. They have not so far, but they will. The questions, it seems to me, we should ask ourselves are these: What is likely to happen when we are governed by the wage-earners and mainly by the lower ranks of them? What form will the service of our country take for ourselves under those circumstances, or will it be needed at all?

I believe in the end we shall have a more stable and a more prosperous society under government by the majority, but I am fairly sure that unless there is a great deal of public spirit and a good deal of idealism and much sympathy on the part of the educated we shall have to go through a very bad time, a time in which experience is bought at a very heavy price.

I have had some experience, not very much, it is true, of local government and of wage-earning colleagues, and I have watched fairly closely. Some of the dangers I see ahead are these. There is the danger of the narrow view. It shows

itself in various ways, in the attempt, for instance, to raise wages without regard to trade conditions. To raise wages is a perfectly natural and justifiable end for wage-earners to seek, and a very important one, but not without taking the wide view, for the simple reason that it will defeat itself. The view is apt to be narrow, too, in the matter of economy; true economy in administration is a fine art, false economy is compatible with great extravagance. An instance is the desire to cut down salaries; the wage-earner finds it very hard to realise that all work cannot be purchased at the same price. Some may wish it were, but the hard fact remains that it is not. The skill and the knowledge that has only been attained after long and expensive training must command a higher wage, exceptional ability and long experience command it also—things are so. But it is to be seen over and over again that intellectual labour is undervalued by the uneducated man; he tries hard to beat down the salaries of the teacher, the doctor, the inspector, the organiser, the secretary.

And that is fatal, and can only react in poor and inadequate service. Again, so-called economy in one direction is not infrequently accompanied by unjustifiable and wasteful expenditure in another. And this is not merely the result of ignorance and want of experience, it is sometimes the result also of direct and indirect dishonesty.

It is a great temptation to favour a neighbour or a friend, to ease personal difficulties in the matter of contracts, tenders, and so forth at the expense of the ratepayer. An elected representative is apt to look upon it as one of his privileges, or even duties, to put business in the way of his constituents, to favour the local tradesman. It is hard to make him see it otherwise. And all this may well become more common than it is now.

Another instance of the narrow view is its relative blindness to the general as opposed to the individual good. I shall be surprised if we do not find that as government becomes more and more popular (and as soon as such expenditure can be traced to the pocket of the small ratepayer) that there will be increasing difficulty in getting money for free libraries, picture galleries, baths, nursing, and the like, which are now such prominent features in progressive administration.

I hope education will be an exception. If the people succeed in raising their own rewards of labour to the point of having to pay their own bills and of realising that they do so we may for a time suffer a reaction in the matter of public service. So far, at any rate, I doubt if the ordinary elector values things done for the collective good, enough to be willing to pay for them. He believes in higher wages, that he can spend as he likes; it is doubtful if he would forgo any part of them for a collective purpose.

Another danger is, I think, the suspiciousness of the uneducated. I don't believe they can quite help it, but the knowledge that they do not yet thoroughly understand many things (a document in technical or even official language, for instance, is absolutely useless to them) makes them feel somehow in the power of those who do understand, and they are apt to think they are being cheated or deluded in some way. They do not trust the educated, perhaps with some justice. It is often very depressing and difficult to work with them for this reason, those of superior education are not trusted even when they are most whole-hearted. And yet these same cautious people may be carried away by a man in their own class, or one little above, who is quite unworthy of confidence.

This all sounds very faithless in the people, and ungenerous too, I am afraid, and I do not want to leave it at that. I think we ought not to be the least shocked, still less should we be impatient. Our own faults have been just as bad, and with less excuse. We have had a very long spell at looking at social questions from our own point of view, and have done much that was shortsighted and that was prompted by class selfishness.

That which has happened before will happen again; responsibility is a good schoolmaster. As the wage-earners become administratively responsible they will become what we call reasonable, they will have to pay the price of ignorance and shortsightedness, and that will teach them as nothing else can. And moderate prosperity, which we hope will come for all, will promote thrift; it is a far better teacher of economy than immoderate poverty. But it will take time.

So in trying to make a forecast I think we must allow

for this transitional period, for a time when the relatively uneducated and uncultivated majority will be ascendant.

How are we going to serve society under these conditions? Are we to throw it up altogether and go our own ways? I do not think we must do that. It will rather be 'up to us' to preserve ideals, to maintain standards, to fight materialism in whatever form it presents itself, to take the fullest share we are allowed in administrative work whether paid or unpaid. We shall have to try to see increasingly through the eyes of the people, to try and take their point of view, to have great patience and worry through somehow, till they and we have reached the point of setting the same values on the same things.

So much for what our work is likely to be in the immediate future.

I have said that the social ideal of to-day was that of a paternal State. Are there any signs that this, too, may be passing? It seems to me to share many of the drawbacks of the old ideal (I mean that of the paternal class), though no doubt it possesses some advantages; there is the advantage that it covers the ground as no voluntary charity ever did or could; another is that it works to a definite and general standard—that also was impossible; again, it need not be constantly defeated for want of funds to carry out its enterprises, and one could find other strong points. But the fundamental idea seems to me to be much the same and a bad one, namely, the idea of a dependent class, a class coerced into prosperity and civilisation, if it be found possible. Relief given out of the rates instead of the private purse is still relief as far as the recipient is concerned. The tyranny of inspectors and officials in every direction can be a very real one, and may well prove worse than a hectoring squire or interfering parson, or than the mild reproof and admonition of the district visitor. The paternal State may be the school-master to bring us to something better; it may be through officialism that society is to 'climb some rocky steps between the mount and vale,' but I for my part do not think we shall rest satisfied with an ideal so far from one of liberty. It is difficult, to say the least of it, to enforce a standard that is not willingly accepted, and when the State undertakes to do

for the people what they would not do for themselves, on the theory that it is for the people's good and the State knows best what they want, it is after all still class legislation. The economically independent do not now—and, as I think, will less and less—stand much interference, such as inspection in their homes and officials at every corner laying down the law as to how they should conduct their private affairs, and, unless they conform, fining them, or undertaking the neglected duties—perhaps both.

As I have said, this may be a necessary stage to pass through in social evolution, and in any case it is what rules now, and we as social workers have to take it as we find it, and make the best of it and get the best out of it.

For we must believe that it is thoroughly well-intentioned, and grant that it may have the effect which no doubt it is intended and hoped it will have of creating a demand for a higher standard of living. That a higher standard will obtain and is growing we cannot doubt, but there are many causes at work to that end that have nothing to do with civilisation under compulsion.

My object, however, now is not to discuss the strong and weak points of what we know as 'progressive' legislation and administration, I wish only to point out that I do not feel its underlying ideal can be a permanent one; I doubt if the country does really either. It is not an ideal of liberty.

And, indeed, I am inclined to think that there are already signs that official charity will pass away as voluntary charity has already passed or is passing. I ventured a few minutes ago to forecast some of the difficulties that we might expect when the people wake up to the fact that they are themselves paying to have done for them what they do not really want, and that we might have to face their refusal to accept the position. When and if they reach the point of wanting the things, they will also have reached the point of being willing and choosing to provide them for themselves. But if meantime this refusal happens it will be a great blow to many enthusiastic reformers, a deep disappointment, and they will feel as if the clock were going to be set back most disastrously. But I am not sure that in the seemingly ignorant—and, to a large extent, actually ignorant—opposition which may prove

so disheartening to many, there is not the promise, the foreshadowing, of a far higher social ideal, the ideal of a class not shepherded by either the volunteer or the official, but independent, free, and self-supporting as other classes now are. Is not this the best ideal, the one we should like above all to see realised? And if we think we may believe that social reconstruction on the lines of liberty is possible it is worth considering what we can do to help it forward.

It will be said at once that such an ideal implies a more equal distribution of wealth. I think it does; but I want most emphatically to protest against making a material standard (as implied, for instance, in such a phrase as 'a living wage') our watchword and looking upon it as any sort of goal. It seems to me to suggest the wrong ideal. Money may be a means to an end, but do not let us confound it ever with the end itself. As Ruskin puts it, 'There is no wealth but life.'

To live well and to be happy is what everyone wants, and that is the end we must keep before us. I hope wage-earners will aim at and get the wages they ought to have, but it is far more important from a social point of view that we should be holding up before them an ideal of 'life' rather than one of 'wealth.' Again, with hours of labour and amount of output. Are we not mistaken in setting up a fixed number of hours as a means of certain progress and sure to lead to prosperity? An eight hours day will not necessarily make a happy man.

This generation, and perhaps the next, may have to do its social work in official harness; but if I am right in believing that the British working-man will not permanently consent to have his life and conduct ordered and organised for him, and that his unformulated ideal is one of personal liberty, then our work should at once begin to reflect that ideal.

How can we do it? What is the concrete form in which, if we adopt this ideal, it can manifest itself?

The first step, it seems to me, is to acknowledge frankly the need of a higher standard of civilisation for the wage-earners at almost any cost and as quickly as possible, and, since success rests much more in their own hands than in ours, to consider less how we ought to govern them than how

we can train them and help them to govern themselves, how we can share with them, and that as soon and as thoroughly as we can, those advantages which our own experience has taught us are the greatest and the most likely to bring them most quickly to the desired end.

It is true that increase of power and increase of wealth is likely to produce gradually the appreciation of these things without our help, but the process will be very slow, and we can hasten it if we will.

Many things go to make up the civilised man and the prosperous man, but there are two that stand out beyond the rest, the things we secure at all costs for our own children. I mean health and education, or, speaking more accurately, the training and development of character, of mind, and of body. Are these not supremely important to secure for everybody? They may be considered in the light of ends in themselves, they must also be considered in their cumulative effect, as the only guarantees that power shall be used for the general good, or, indeed, of its permanent possession at all, as the safeguards therefore that what has been won shall be kept.

One cannot believe in the stability of a society governed by the unenlightened, still less in its power to safeguard liberty. Such thoughts as these should give us the clue, I think, to the lines on which our social service should run, on which, in fact, it does run largely already, only not at the level the end deserves. The schools to-day, for all grades—but especially the elementary schools—offer a splendid field for the social enthusiast, and a finer opportunity than perhaps any other for helping the people forward.

They are vastly better than they were, but I do not think they are doing anything yet like what they might do. We ought to be giving the children of the wage-earners a much better education both of mind and character in the schools than we are giving. I do not at all mean that more subjects should be necessarily taught or that a higher standard of actual knowledge should be aimed at. I mean that these schools generally should share the ideals of the best schools of the well-to-do, that far more pains should be taken to develop each individual on his own particular lines and to make the way plain for him to find his right place in society.

We should get rid of the idea that one kind of work is much more worthy than another, that brains are not required for manual work, that the crafts generally imply inferior social position. We need ourselves to be convinced that the simplest function cannot be adequately fulfilled without using the mind; to realise how much waste and loss is being suffered because the simple everyday tasks of life are done so unintelligently. To realise it too, not only because of this loss, but because physical labour and mental activity are both needed for complete development, and complete development is what the people need. This thought is well expressed, I think, by a recent writer, he says:

‘Physical labour without mental activity dwarfs a man’s life, and mental labour without some sort of physical activity also dwarfs a man’s life. Nature demands the maintaining of the balance—the adoption of the happy medium. The natural, normal life calls for the use of all the man’s powers, mental and physical, and the man who is able to so regulate his life that he gets both mental and physical exercise is apt to be the healthiest and happiest. . . .’

‘As man began to be civilised he also began to delegate certain of his duties to others and to confine himself to one set of activities, until at the present day many of us do practically no physical work, while others do nothing but hard physical work of a limited scope—both living unnatural lives.’

Again, we do not want the career of a child to be irrevocably determined by the accidents of his birth; we want the right kind of education to be available for him, and to teach him that all careers are alike honourable and give scope for individuality.

We want not so much to enable the child to pass examinations, as to know how to use tools, not only the spade or the hammer, the thimble or the saucepan, but the compass and the balance, the dictionary and the atlas, for the habit of teaching himself will be of far more value to him than to be crammed with facts, most of which he too soon will forget. And the school is a community, and, being one, gives an excellent chance of preparing for the bigger community the child is about to enter. It is an opportunity terribly lost if it

has not taught something about the consideration of the good of the whole as apart from the individual good, given some feeling for justice and fair play, some practice in self-control and in corporate action. The idea of co-operation should be fostered there far more carefully than the idea of competition, which will take care of itself later as far as it need be cared for.

Again, how can we expect our masters of to-morrow to know how to govern themselves and us when all the education the vast majority get after the age of fourteen is merely haphazard and totally unorganised? The little we do in our schools already is largely wasted because it is not followed up. And the matter is all the more urgent because of the possible reaction, which for a time may happen, against compulsory education. I think the schools do not wholly justify themselves to the wage-earner's mind at present, and he grudges the expense of them. But I do not think it is impossible to create such schools as would justify themselves, or much more nearly, and schools that he would think worth spending upon.

I said health was important. It is another matter in which the standard of the people is far lower than our own, partly, of course, because of the conditions under which they live and some of them work, partly for want of means, but more largely from ignorance and an actual undervaluation of health as a factor of prosperity and of happiness.

In a village I know there is a considerable trust fund available, among other things, for hospital and convalescent aid, dental treatment, and so forth, and the trustees, who are working-men, refuse to make any grants for such purposes, partly because they are jealous that a few individuals, though they are the ones in need, should have a larger share in the trust money than the rest, but largely also because they think it nonsense to fuss about health unless acutely ill, and that dental treatment is a superfluity. That is an example of the ignorance and narrowness I have said we may expect to see, and one also of the lack of corporate feeling and the sense that in a community the good of one is the good of all, as well as an example of the poor estimate in which perfect health is held. There is plenty of work for us in this direction.

We can do a great deal to improve education, we can do a great deal to raise the standard of health, we can do much in many directions, but when that is said, is it not true that the character, the ideals of the educated, not for the wage-earners, but for themselves and their own practices amongst themselves, will prove the biggest factor of all in helping the people to rise to the level of their responsibilities or of keeping them below it? What we call the upper class, though it is numerically negligible, yet is, owing to its inheritance, its education, its experience, and its money, out of all proportion influential.

It is a truism to say that example is better than precept, but perhaps you will bear with me if I dwell for a few moments on this well-worn theme.

I think very few of us can have failed to notice how imitation runs through society. Bagehot, in his interesting book 'Physics and Politics,' an old book now, but still well worth reading, lays it down that imitation is a principal factor in 'nation making.' He says: 'The patronage of favoured forms and persecution of disliked forms are the main causes, I believe, which change national-character'; and, again, 'The truth is, the propensity of man to imitate what is before him is one of the strongest facts of his nature'; and, further on, he adds that this imitation may be quite 'involuntary and unconscious.' If this is true, and I am sure it is, we have to recognise a great responsibility—namely, that our own ideals and our own personal habits are 'nation-making.' The standard of thought and of living of the upper grades of society set the standard for the lower grades. Once it may have been generally accepted as part of the order of things that the dress, food, recreation, education, and so forth were, and always must be, different, both in degree and in kind, for different classes. But we all know that it is no part of the working-man's theory now to wear a special costume or to abstain from luxury in food or entertainment for any reason than that he cannot afford it. Differences now are simply questions of expense, not questions of what is fitting for a class as a class. Do we sufficiently recognise the social weight attaching to our domestic customs?

The large proportion of income that is spent by the well-to-do on clothes is being disastrously repeated lower down.

In furnishing it is the same; the crowded room of the upper-class artisan, with its supercargo of mats and antimacassars, its unnecessary hangings, can hardly fail to recall rooms not yet entirely obsolete among our own friends, the only difference being that in the one case the room is small and that copies are in commoner material. As far as taste goes there is little to choose.

The expensive funeral with its 'pomp' in such high esteem among those who cannot afford it—and almost ridiculous to us now in its exaggeration—is the funeral of the time of our grandparents. I think it may be foretold—indeed, it has passed out of the region of prophecy—that in a very little while, though working-class funerals may be simpler with regard to plumes and trappings, that pounds will be spent on wreaths and masses of what the newspapers call 'floral emblems,' and that we shall be deploring the unrefined extravagance of the poor in that direction, having ourselves continued the habit just long enough to get it firmly seated among those who involuntarily follow our lead.

Dickens may exaggerate, but since it was possible for him and others to draw the pictures they have drawn of the drinking habits of the upper and middle classes it is not difficult to account for the excessive drinking that goes on amongst those who are the unconscious reproducers of the manners of their so-called 'betters' a few generations ago.

Late hours of rising and going to bed, elaborate variety in food and so forth, are being accepted as the desirable mode, and are repeated from above downwards as far as possible. How many more silly habits are we training others to adopt as soon as they can?

I think we may safely assume that a Nemesis in the shape of a reproduction of all our follies of yesterday and of to-day, and, it is to be feared, to-morrow, will follow us for generations to come. There is no longer one law acknowledged for the poor and another for the rich; the poor follow hard on our heels, and the weakness and stupidity which may not cost us much, so far as our social position is concerned (though they may cost us very dear in the weakening of our moral fibre), will be copied at a really serious cost by those whose upward climb is imperative and yet so steep as to

need all their forces, a cost put out at compound interest, for the moral loss they will suffer by imitating us will react (has it not already done so?) upon their material progress.

It would be well, indeed, if we could limit our luxuries to such as in the public interest we should think it desirable that all should enjoy, and mould our customs to fit the society we should like to see.

How long are we going to hold the faith ourselves, and preach by our deeds and words that wealth is an end in itself and that its possession carries with it no responsibility, moral or economic?

How soon shall we define more clearly to ourselves what are the fundamental elements of a satisfactory life, and keep them before us as the right of all and attainable by all—at last?

But to discuss this would mean a sermon, and you do not want that!

Perhaps the day will come—who knows?—when ‘social work’ will no longer carry the meaning it does to-day—the work of one class as such for another as such—when the ‘Social Worker’ as such, whether voluntary or professional, will have silently vanished—a time when men of good-will will be serving rich and poor alike as citizens and as friends.

There will always be need of service, we may be sure of that; there will always be better and worse among us (for all will not be in the same stage of development); there will not cease to be misfortunes, merited and unmerited, and those able to take care of themselves and those unable, there will always be joys and sorrows to share.

But if we may not look for a perfect society, we may look for one much nearer the mark than that of to-day, and if it is still a long way off, let us not fail to cherish ideals. We shall not live worse in the present for having something better than the present in view—the clearer the mark the straighter the course. Let us aim at a mark, and, giving our hearts to it, say with George Meredith, ‘The mark I have, and I will wed.’

MARGARET A. SEWELL.

Relief of Distress due to the Munitions Explosion.¹

Soon after the explosion, which occurred at about 6.45 P.M. on January 19, 1917, all kinds of agencies were at work; Red Cross nurses, ambulance people, special constables, and so on poured into the district from all parts of London, and everything possible was done for the injured. Numbers of homeless people were sheltered for the night in church halls, schools, and other buildings in the vicinity.

Early the next morning the Mayor called together an emergency committee consisting of local clergy and principal social workers. A central relief station was opened at a hall belonging to a local settlement, and posters were issued inviting all who were affected by the explosion to come and register. During the day six other centres were opened under the auspices of the various religious denominations. At these the people lived and slept, each centre accommodating from fifty to two hundred persons. The local invalid kitchens committee at once undertook to provide dinners for two centres, and 1,374 meals were sent out during the week immediately following the disaster. A school-feeding centre, having been requisitioned, was able to cater for the people housed there, and those centres which had no facilities were supplied from the central relief station, where emergency meals were also obtainable. A surgery was improvised there also, to which the minor casualties came daily for dressings, etc. The public baths were thrown open for bathing and washing of clothes.

Owing to the magnitude of the disaster there was no time to 'organise'; the refugees had to be fed and housed at once. The confusion which reigned at the beginning was, however, to some extent minimised by the early introduction of a card index. Under this system the history of all those who reported themselves to the Committee was easily referred to, and was the means of reuniting many separated members of families. On the Monday morning many of those who had been cared for over the week-end went back to their homes in order to try and rescue their furniture, much of which was entirely destroyed. Storage accommodation was provided by

¹ A report read to the Council of the C.O.S.

the Salvation Army and others, and during the week the streets leading from the scene of the explosion were filled with lorries, vans, and even donkey barrows laden with household goods. Unfortunately there was a great deal of looting, and many families were discovered to be still huddling together among the ruins of their homes, afraid to leave for fear of losing what little remained of their possessions. The whole area was guarded by the military, and, as no one was allowed through without a permit, one can but suppose that they were the victims of their neighbours' unscrupulousness.

It was not until Tuesday, the 23rd, that it was definitely announced that the Government were accepting entire responsibility, financial and otherwise. A special committee of the Town Council was formed to supervise the expenditure, and sub-committees were appointed to deal with housing and relief, the original committee being retained as an advisory body, and to deal with any daily emergencies which might arise. Claims for loss of property, damage to furniture, and so forth were dealt with at an office set up by the Ministry of Munitions in a separate building. The central relief station then became a kind of Clapham Junction, all the people registering there and obtaining permits to go to the other committees. Forty-seven houses on the Port of London Authority's new estate and 200 hutments erected for munition workers at —, besides a number of empty premises in the neighbourhood, were put at the committee's disposal. These were quickly seized upon, and the functions of this committee practically ceased after two days, and those who were unable to find rooms for themselves, either with friends or in other districts, had perforce to stay on at the centres for the time being. The difficulty was to some extent overcome by sending as many children and mothers, who were not specially tied to the neighbourhood by reason of their husbands' work, away to convalescent homes, care being taken to choose sick children and those suffering from shock. The London Hospital and the Church Army were especially generous in this respect, and arranged for some 250 children and mothers to go, free of charge, to the various homes to which they had access. Regarding the work of the Relief Committee, it is not possible to say much, as there was no real inter-communication between the two committees. A male clerk appeared

to reign supreme, and from the lists which were sent in, irregularly, seemed to dispense relief without recourse to any scale, *prima facie*, the amounts in most cases appearing inadequate.

Many of those who escaped were only partially clad, and nearly all lost some of their wardrobe. In some cases it had been burnt, and in others destroyed by falling débris, broken glass, and exposure to the weather. A multiplicity of every kind of garment arrived from various sources, and a large number of workers were occupied in rigging out the many families. As soon as it became known that clothes were to be had at — Hall, people began to come from other parts of the district, hoping, on the strength of a few broken windows, to obtain a new outfit for the entire family! It was quite a simple matter for anyone to come in and give an address in the devastated area, and one felt that a number of unaffected persons were benefiting, but as the weather was particularly cold just at that time one had to issue permits in a somewhat haphazard way rather than run the risk of leaving a really 'deserving' person to perish of cold. The most suspicious cases were visited first, and in all cases home visits were paid before blankets were given. Here, again, it was necessary to distribute with a fairly free hand, for what was a sufficient number under ordinary conditions became inadequate as a protection against a biting wind in a windowless, and in some cases roofless, house. In this connection one could not but be struck at the number of people who, on a cold and wet winter's night, lost their underclothing through its having been 'on the line in the backyard.'

The official account that 'three rows of small houses in the immediate neighbourhood were partially demolished' gives no conception of what really happened. The scene is one of utter desolation, and to those who have seen it the wonder is how anyone escaped without injury. Had the explosion occurred at almost any other time the death-rate must have been very considerably higher. On that particular night in the week a much smaller night shift worked at the factory most directly concerned, and that it was necessary to close nineteen schools owing to broken windows, fallen ceilings, and in some cases serious structural damage gives some idea of the number of lives that must have been lost

if it had happened during school hours. The loss of property is almost incalculable. Various rumours as to the amount are current. One very rough one made by an insurance assessor puts it at between two and two-and-a-half millions. The one satisfactory feature of the affair has been that, apart from the loss of life, it caused comparatively little distress. Most of the firms pay on Friday night, so that it was not necessary to give monetary relief, save in a few exceptional cases, until the end of the first week. The men who were employed at the factories which no longer exist were temporarily engaged in shifts, clearing away débris, helping to move furniture, and so on. Owing to the demand there is for labour, no serious amount of unemployment is anticipated, many of the men and girls having already been taken on by other firms.

The following figures may be of interest: 869 persons were housed at the centres for periods ranging from two to eighteen days; 332 children were convalesced; twenty women were convalesced; 1,062 persons were given clothing; 80 persons were given monetary relief; 1,535 persons registered as being homeless or in need of assistance; 6,000 odd emergency meals were provided; 400 odd families still waiting for houses.

N.B.—These figures were taken on the eighteenth day after the explosion.

In conclusion it may be added that a special meeting of the local C.O. Committee was hastily summoned, at which it was decided that assistance could best be given by the members acting as individuals in helping to reduce the almost inevitable chaos which reigned for the first two or three days. The neighbouring C.O. Committee very kindly joined forces, with, we venture to think, fairly satisfactory results.

Cost of Living in London for Women Workers.

WITH the increasing number of women workers the question of the cost of living and its relation to the average salary earned is becoming of grave importance, not only to the workers concerned but to the community at large. The question was raised in the first article of this series as to the

possible advantages of what would be called a 'nice' address—Chelsea, say, instead of Camberwell or Clapton. Writing from a very long practical experience, I do not think from a professional or business point of view the 'nice' address now makes any difference at all. Twenty-five years ago it was another matter. Then the independent professional woman worker was still so much of a novelty that she had to be careful not to shock people further by outraging the conventions in the choice of a dwelling. But the necessities of the position soon broke down this form of snobbishness. The women's settlements made East End addresses quite fashionable; and professional women, finding that the only small flats to be had were in artisans' blocks, boldly allowed such plebeian words as 'buildings' and 'dwellings' to appear in their addresses until the world got used to it.

I would, therefore, strongly urge women workers, where possible, to live within walking distance of their work. It saves fares, it saves time, it saves wear-and-tear; it makes them independent of fogs, strikes, railway and tramway breakdowns, and other untoward incidents. Further, if the worker is able to get her lunch at home, a very marked saving is effected in cost of living. For a considerable period I have been able to do this. It is rather a rush to walk home and back again to the office in the luncheon interval: on the other hand, I much prefer to be able to eat in quiet, even if only for ten minutes, than in the noise and discomfort of a crowded teashop during the rush hours. The lunch, which is left ready, is only a teashop lunch, coffee and bread-and-butter, but with cheese added, which makes the difference between an adequate and an inadequate meal. It is difficult to get even a meagre lunch at a shop every day for less than 3s. or 3s. 6d. a week; the cost of the lunch at home, with cheese added, would hardly amount to 1s. 6d.

For young workers with small earnings, and especially when strange to London, there is no doubt that hostels like Hopkinson House are not only a great boon, but some such co-operative method of living is probably the best and wisest. My own experience is, though, naturally, these things depend largely on temperament, that as women get older, and more and more recognise that whatever occupation they have taken

up is likely to be a life occupation, they have an increasing desire for something more like a home of their own, where they may have greater privacy and their own things around them. Consequently they begin to consider the possibilities of small flats and unfurnished rooms. The rent of any unfurnished dwelling is, naturally, very much lower than that of even the poorest furnished room; and if a small nucleus of furniture can be obtained from home, it should not be difficult to make a start. Otherwise it is necessary to accumulate a small fund in advance. Also I would suggest to women workers whose homes may be broken up through death or other causes that they might sometimes be able to save from a sale a little necessary furniture for future use. Even if they cannot afford to pay warehousing rent for it, it might be possible to get a friend to give it free house-room till they could use it themselves. Sales, as everyone knows, are generally very unprofitable; good furniture goes for very little—furniture that perhaps a year or two later the owner deeply regrets she has parted with.

In the choice of a locality, nearness to one's work is perhaps the first consideration. If the worker suggests that nearness to her work means distance from all her friends, I can only say: 'You go to your work every day; to your friends probably once or twice a week.' But there are other matters to be thought about. The comfort of workers living alone in flats and unfurnished rooms must largely depend on the ease with which they can obtain tolerable daily or weekly service of some kind. Now in the area of Central London, extending roughly from the river northward to Euston Road and Somers Town, and southward to the Elephant and Castle, it is a fact that it is much easier to obtain a satisfactory charwoman than in such respectable suburbs as Hampstead or Dulwich, or even in districts like Battersea and Fulham. As to the causes of this, I can only suggest that workmen living in the suburbs earn as a rule sufficiently high wages to make their wives independent of charring except on their own terms, and that in Fulham and Battersea the women, if they go to work, prefer the laundries and factories.

Further, in Central London, throughout this same area, the cost of provisions is also on the whole much less than in

the respectable suburbs. A friend of my own, who considered my place of residence in Central London somewhat squalid, was one day urging on me the attractions of the Garden suburb, where I could enjoy the air of Hampstead with altruism thrown in, in a little cottage for the same rent, or it may have been slightly less than I paid in the centre. I said: 'What would be the good of that when I should have to pay my charwoman double wages, and then she would only come when she was in the mind; and should have to buy all my provisions at villa-residence prices?' These points were evidently quite new to her, as, no doubt, they are to many women workers, who only discover them and their practical importance by disagreeable experience.

This opens up a question of wider interest. A statement is often made—I have heard it, I think, even at Charity Organisation meetings—that the poor are at a disadvantage in their housekeeping because they buy in small quantities and therefore buy dear and, it is suggested, goods of inferior quality. That is emphatically true of coal, also probably of lamp oil; but I confess I am puzzled to think of any other housekeeping necessity of which it is true. Taking groceries in general, there are, or used to be before the War, a few articles, like rice and soda, on which if you bought seven or fourteen pounds you saved a penny or two. I am, of course, only talking of ordinary middle-class and professional housekeeping, not of those remarkable people reported in the newspapers who buy by the hundredweight. Probably the saving was counterbalanced by the fact that the large stock was more wastefully used. But most groceries are retailed at the same price, whether you buy half a pound or ten pounds; and it must be remembered that in nearly all the poor districts there are branch stores of the multiple-shop concerns which sell in the East End at the same price and the same quality as at the West End. Very likely the poor who go to the little shops where credit is given pay higher prices, but that simply means they are paying for credit, which always is paid for in some form or another everywhere. Also, those who are so poor as to be forced to buy in pennyworths and farthing-worths, probably pay higher prices; but in general the wives of working-men and artisans in work who need

buy not less than quarter- and half-pounds, do not, I think, pay any more for groceries.

On the other hand, as far as perishables are concerned, meat, fish, fruit, and vegetables, I have no hesitation in saying that working women, if they have any idea of marketing and can distinguish what is fresh from what is stale, what is good from what is inferior, buy far cheaper than the ordinary middle-class or professional housekeeper in the suburbs, and particularly so if they live within reach of the central area of London to which I have referred. This was emphatically the case before the War, but even with the heavy rise in prices I think the advantage still remains to some extent. The fact is, no one who has not shopped in the Saturday night street-market in Soho, or in the Farringdon Market, or among the cheerful costermongers of the New Cut, has the least idea how cheaply food could be bought in London before the War—not stale food, but absolutely fresh and good food, straight from the markets, the product of those gluts in certain articles which have never yet been known, I believe, to penetrate to a suburb. Of course, there is a condition. If there is a scarcity in any article, and the price rises beyond what ordinary working people can afford, that article simply does not appear in these districts at all. If cauliflowers are scarce and dear, no New Cut costermonger tempts us to pay more than we can afford for them; there are no cauliflowers to be seen—but there will probably be something else, turnip-tops or cabbage. I can, however, imagine such a shortage of supplies owing to the War that certain essentials of life might rise so high in price as not to be retailed in the poorer districts at all; in that case there would have to be some form of State distribution, with communal stores or kitchens.

While I strongly agree that a hundred a year is the minimum on which an educated woman can live in London, and that she ought to earn more if she is to have satisfactory holidays and provide for the future, yet I think the extreme discomfort in which many workers live could be much reduced by co-operation. Two workers, each earning a hundred a year, can together obtain a degree of comfort quite unattainable for the same expenditure if they lived separately. The following gives a practical account of the 'ways and means' adopted by one partnership.

'A friend and myself,' writes one member of the firm, 'both of us professional women, have lived together now for many years. We have an unfurnished flat in South London, not very far from the river. This has three rooms and a kitchen and bathroom, and, being in an old house adapted, two of the rooms are a very good size; and we also have a room in the basement for boxes and bicycles and fitted with a copper, though we have not ourselves made use of that. Any flat in a regular block of flats at a similar rent would mean rooms like cupboards. The rent, including rates and taxes, is £3 a month, which is divided between us. Gas is a considerable extra. We use it not only for lighting and cooking, but for heating the bath water and for warming the rooms. We are on the top floor and felt unequal to dragging the coal up from the cellar, or to sacrificing the bathroom to a coal store. Not knowing at all what the cost of the gas would be, we budgeted it in anticipation at £10 a year; as a matter of fact, I do not think, taking the two light quarters with the heavy ones, and including rent of the stoves from the Company, it has ever exceeded £8 a year or £1 a quarter for each of us. Of course it must be used with considerable care, and the very severe weather we have been having will probably bring this year's bill up; at the same time, it much lessens domestic work, and makes us more independent of the charwoman.'

'Our housekeeping plan is this. We have a charwoman who comes in the morning, gets the breakfast, and cleans the flat, and comes again in the evening, and cooks the dinner every day but Sunday, when we do for ourselves entirely. For this service we pay 10s. a week without food. In addition our woman does a good deal of marketing for us, as we are both very busy and have little time to shop. We give her the money and she puts down what she spends. Owing to this arrangement and the fact that she has the keys of the flat, we have to get a good reference. Our charwomen—I think we have had three altogether—have always remained with us for years. With the exception of one brief but awful interregnum with a woman who drank—not included among the three—they have all been honest and trustworthy; and, though their domestic abilities have varied, they have all taken great interest in our housekeeping, and have done their

best to get us as good value for our money as if it were their own.

'To meet the cost of living we each pay 10s. into the housekeeping purse at the beginning of each week. At the end of the month, if there is a surplus, it is divided; if there is a deficit, a levy is made. In the happy pre-War days there was nearly always a surplus varying from two or three shillings up to fourteen or sixteen. All cleaning materials came out of this ten shillings a week each, and we also reckoned on being able to replace broken crockery, kitchen utensils, and such things, and sometimes—not always—to pay fire and employers' liability insurance. I should imagine the cost of food alone probably averaged 8s. 6d. a week each. For this we always had a hot dish at breakfast, with toast, jam, or marmalade; lunch of coffee and bread and butter, with cheese or fruit—no meat; and for dinner, soup sometimes, meat and two vegetables, and a pudding or a plain savoury. The fare was simple, but certainly we always had plenty and, on the whole, with a fair amount of variety. Since the War there has been a change. At the same time even before the War the surpluses had undoubtedly been growing smaller, owing to that steady rise in prices which has been taking place for a long period.

'With every wish to respect the statistics of my country, which, I understand, demonstrate that the sovereign has now only the purchasing power of 9s. 6d., I hardly think things are quite so bad for the practical housekeeper. Otherwise we should each be paying 20s. instead of 10s. into the housekeeping purse, or, alternatively, eating just half what we did before the War. I am quite sure we are doing neither. We are still paying in 10s., but there are no surpluses. Up to the end of last year this sum covered food and cleaning materials; breakages and so forth generally meant a small levy at the end of the month. Many economies have been made. Margarine has replaced butter; if, I am to add, as seems to be expected, that I don't know the difference, I am quite unable to do so, and intend celebrating the peace with the thin bread and butter from which I shall have been severed so long. We have porridge twice a week at breakfast; bacon and eggs have been almost entirely eliminated, and we find fish—haddock,

kippers, and mackerel—take us through the rest of the week. Lunch naturally remains much the same except for the disappearance of jam; the little dinner luxuries have gone, such as occasional cream with tarts, the chicken that varied the monotony of beef and mutton, and we have tried to introduce more vegetables, but our menus always were strong on that side, so that it is not very easy to do more. Frugal as our housekeeping was, Lord Devonport's appeal was a little disturbing. Sugar was all right; if we consume a pound a week between the two of us, it is as much as we do; the meat allowance was probably exceeded at times, but we did not anticipate any real difficulty in keeping within it. As a matter of fact, it proved more difficult than we expected. It is not easy for women workers—and this must apply pretty generally to busy women of all classes, who have no leisure to think out diet problems, no time to cook, and very little to shop—to use any but the most obvious substitutes for meat, such as eggs, fish, and cheese, and these have been so dear—cheese, in particular, has been putting on the twopences like a taxicab in a block till it became dearer than meat—and we found our meals were at once less satisfying and more costly; in fact, while reducing the pressure on the national meat supply, we increased the strain on our individual purse. But bread was the great stumbling-block, as our average consumption was six loaves, or 12 lb. a week. To cut down a staple food like that by one-third—well, we did it, and in the first week too, arriving at the end in a state of mingled spiritual exaltation and physical depression. And I have no hesitation in saying that keeping within the allowance means a considerable effort still. Of course, the suburban problem of underweight loaves does not trouble us at all, as we always fetch our bread and get the 'make-weight'; further, we always pay a halfpenny less per quartern than the advertised price of bread, whatever it may be.

'It may interest people who are tempted to stock supplies of food, if their consciences would permit, to learn that from the outbreak of the War to the present moment we have never altered our housekeeping methods by a hair's breadth, except by trying to substitute cheap things for dear. We have gone on buying in pounds and half-pounds exactly like our neigh-

bours; if we have a stock of anything on one Saturday to last till the next, it is the very utmost; yet up to the present we have never gone actually short of anything, even of sugar. How long this will continue is perhaps doubtful. After the end of the present month (February) for the first time there was a levy for the cost of food—only 1s. 1d. apiece, but still ominous—and, owing presumably to the united activities of the submarines and the Food Controller, prices and supplies have been fluctuating violently, the one upward and the other downward. Eggs, which had gone down to $2\frac{1}{4}d.$, went up to $2\frac{3}{4}d.$; sausages added to themselves another 2d. a pound; potatoes were resolutely marked at twopence, with no pound thrown in on taking a shilling's worth.¹ The abnormal is constantly thrusting up its head. We always look to getting early rhubarb in this district; not a stick has yet been visible, and this is due, not so much to scarcity, although it very likely is scarce, but because none of us in this district have any sugar to spare, so the costers know there will be no sale for rhubarb, which takes a good deal of sugar to make it palatable. Then the particular make of golden syrup that we fancy has vanished. Jam we have virtually given up, but are able to eke out with marmalade and golden syrup. The explanation offered—I do not vouch for it and hope it will not offend the Censor—is that the golden syrup factory was in the explosion area, and that the luscious stream of syrup which used to sweeten London has been cut off at the source.

'To return to the general problem of cost of living. Up to the

¹ The above was written before the Prime Minister's speech on the restriction of imports. That was followed by an upward jump in prices all round. Some attention has been paid to the rise in the case of tea and potatoes; as the latter can now only be procured by good luck, the price is more or less a matter of indifference; but no notice has been taken of the much more serious rise in prices, sometimes amounting to 100 per cent. in the case of rice, lentils, haricots, butter beans—in short, in all the articles to which one was looking to help to replace meat and bread. I noticed an account given in the *Times* of some experiments on the Devonport diet, made before the latest advances in price, where it was stated that the cost worked out at 12s. 9d. per head per week. That is a fairly large proportion to give for food alone out of an income of £2 a week; it is difficult to see how workers earning less are to manage without semi-starvation. However, we ourselves have managed our housekeeping during March for 11s. 5d. each a week, including cleaning materials.

end of last year my weekly expenses included 5s. half-wages to charwoman, 10s. for housekeeping, the remaining 5s. of the pound I reckon, with any surpluses, should pay for laundry, stamps, sundries, newspapers, etc. This gives the annual more or less fixed expenses as rent, £18; housekeeping, etc., £52; gas, £4; total, £74. Dress should not exceed £10, and there is a certain surplus still for holidays, subscriptions, doctor, and dentist, etc. But to attain such comfort as we obtain for the money can only be done by sharing. No worker living alone could be half so comfortable.'

It may be said that the expense for dress is low. A woman worker writes :

'I am sure many women workers live very uncomfortably because they spend, not only a disproportionate amount on rent, but also on clothes. I do not mean excessive in itself, but in relation to what they earn. I was always in the habit of spending £20 a year on dress. I could, as a fact, have afforded more if I had wished, but found this sum sufficient, and preferred to keep my other money for books and holidays. Since the War I have been economising, partly for personal and partly for patriotic reasons, and my dress expenses were £8 in 1914, £8 in 1915, and £6 in 1916. I do not say it would not have been comfortable and pleasant to spend rather more, but I do say that to call such economies as I have made serious sacrifices in these times seems to me a ludicrous misuse of language. As you ask me about the increased cost of laundry work, the only way to dodge that is to do some of the work oneself. This is what I am doing, and, although I don't like the work, I cannot say it is really very laborious. I generally get through it early on Sunday morning, putting on the kettles to boil during breakfast. With plenty of hot water and everything put into soak overnight that can be, it does not take long. The heavy things like sheets and house linen I send out, and to lessen my labours I have given up wearing things that require starching, but some people have to stick to linen collars and cuffs.'

A PROFESSIONAL WOMAN.

Annual Meeting.

THE annual meeting of the London Charity Organisation Society was held on Wednesday, March 7, 1917, at Denison House.

The Most Hon. the Marquis of Salisbury was in the chair, and the Council Chamber was crowded. Amongst those present were the Countess Ferrers, Sir Lawrence and Lady Jones, Sir Charles Lucas, Sir Arthur Clay, Sir Launcelot Hare, Mr. John Bailey, Mr. Francis Morris, and Mr. C. J. Corkran.

The Chairman opened the proceedings, congratulating himself upon presiding over so good a meeting. He thought the great organisation of the Charity Organisation Society was never more required than at the present day—a period of mental, moral, and material unrest. Old ideas were giving way, and many persons had lost their bearings in respect of a large number of the subjects which were important to society. England after the War would be much changed from England before the War. Many of the changes would be for the better. Many people had found themselves more useful members of society than they had ever dreamt of being, while people who had always worked hard were working harder. This change had extended into every sphere. Even Mrs. Grundy had had to take rather a back place! Young ladies could go upon errands of charity in the worst slums and think nothing of it. Nevertheless, the fundamental attributes of human nature would remain. Sin, selfishness, and the misery which followed them would still be with us, and there would be greater work for the Charity Organisation Society than ever. Some people thought that all relief work should be done by the State. The State could do many things, but it could not undertake the administration of charity. The relief of distress was a profoundly different thing from the administration of charity. Misdirected charity could do much more harm than good. Charity in its essence was founded upon the Christian law of love. That sweetened the whole process. A son could neither claim anything from his father as of right, nor did he feel shame in accepting benefits from his father. That was the principle of charity. State relief was totally different.

The recipient claimed it as of right. He might be materially benefited, but his character was not raised, as it was by charity, which is twice blessed, blessing him who gives and him who takes. State relief ought never to supplant the work of charity. Yet he met many people who thought the State could do everything. He wondered they did not see that that was the principle above all others which characterised the administration of Germany. They thought it could be imposed upon a woman how she should manage her house and children, and upon charity how it should be administered. But England lived on the principle of freedom. It was like watching a man going to the devil through drugs, and saying: 'I shall come to no harm if I take a few drugs myself.' It had produced the Gospel of Hate and the outrages upon women and children in Belgium.

He congratulated himself that he was in the midst of the Society which ever since he could remember had been engaged in directing aright the processes of charity: and he could congratulate the Society upon their anniversary.

The Right Rev. the Bishop of Southwark moved the adoption of the forty-eighth annual report of the Society. That did not mean simply a request to acquiesce in its contents, but to give hearty support to the work and methods of the Charity Organisation Society. Like all the best work it was likely to be misunderstood, especially by those who did not take the trouble, or had not the insight, to understand it. The ultimate test of a generation was its interpretations of 'the best,' the motives of self-respect and self-control, in a word 'personal character,' and the need in those who try to impart those things to make sure that they have them themselves. He believed that the Society had aimed at this consistently for forty-eight years. That was the Society's special contribution. In times of great problems and great odds people grew impatient of 'little tangible results,' and clamoured for great comprehensive schemes that would really cover the ground, and were recommended by experts! There was a tendency to judge success by statistics. Great figures were quoted, and the ordinary man thought it no concern of his. The Society had held from first to last that what mattered in work was quality, not quantity, that every bit of work should be good of its kind, even when there was very little to impress

the idea. That would last, not forty-eight years, but one hundred and forty-eight years more. The motive of the work was to make the very best that could be made of human material. The nineteenth century saw a great advance in the use made by engineers of mechanical forces. But human force was the most important force, and it was wasted on an enormous scale, because no one would come and take advantage of a grain of faith and courage, wherever found, and cherish, foster and develop it. Conversely, sin was always warping and stunting the growth of personal character, but the great aim of the Charity Organisation Society was to turn human energy in the right direction. And the Society showed that all who cared for their country, whatever their creed, as fellow-citizens, could, and ought, to learn to work together for these ends. He wanted his fellow-citizens to look at parishes in a larger way. By the parochial system the nation guaranteed that there should be a man and citizen in every one of those areas whose business it was to devote his whole time to promoting well-being. And it was his duty to devise, discover, and demand the means to promote that well-being, and to get men about him who would help him. If only they could present their parishes to their country in that light people would cease to hang their hands helplessly and say 'Why does not the Government?'

If ever these ideals came to be realised the Charity Organisation Society would have done much towards achieving them.

Mr. T. C. Elder seconded the motion, remarking upon the report as a fine record of constructive charity in difficult times. He had no hesitation in predicting a greater need for the organisation of charity, and, he would add, of faith and hope. He dwelt on the development of 'welfare' work. The contentment of the workman, he noticed, did not depend solely upon wages, but on security of employment and comfortable conditions. England was behind America and Germany in these respects. He was hopeful that Army discipline would be found to have brought improvement. Was it not a rebuke to the pride of man that mechanical industry had been over-developed in proportion to agriculture? The country found her soul in the first year of war, in the second she found the greatness of her mechanical industries, but in the third

the necessity of agriculture. The great test of successful reconstruction was the rapidity of converting the means of producing arms we have developed to the means of supplying what was wanted in time of peace. The element, however, about which they were in the dark was the human element. What was the workman going to do when he came back? If his attitude on restriction of output was unchanged, the outlook was dark. Yet it was instinctive in the workman to feel that if he produced goods rapidly he would cause a glut, and lose his employment. That was a fallacy, since it was only by increased production that employment could be increased. He hoped the Society included in its objects the removal of fallacies from the minds of the wage-earners. England could only justify her coming victory by developing a culture that would be superior to German Kultur. The prestige that England would win from the War should be made an occasion for a greater sense of duty and responsibility. It was only by maintaining our right to personal liberty, to do our charity for ourselves, and not to leave it to the State, that we could live up to that prestige.

Lord Sanderson moved a cordial vote of thanks to the Chairman. He had observed in his experience many people with a passion for doing with great energy things already being done on a large scale and much better, many people who were always rushing from one sphere of usefulness to another which for the moment attracted them more, but a third and blessed class which found its proper sphere of activity and continued in it with constancy and diligence. Lord Salisbury had always been in his eyes a pattern of this third class.

Lord Sanderson announced that in consequence of doctor's orders Dr. Bosanquet had been obliged to resign the Chairmanship of the Council, and added that he had the pleasure of being able to state that Sir Charles Nicholson had consented to serve in that capacity for the ensuing year.

Sir Charles Nicholson seconded the vote of thanks to the Chairman. He was very glad to be welcomed back to the Charity Organisation Society, in which, before he entered politics, he had worked for thirty years. He was spending almost all his time on the assistance of discharged soldiers and sailors. What he felt was needed was a sufficient staff

of trained workers to interview every soldier in hospital about to be discharged, and advise him on his future. He looked to the Society to supply such trained persons. He knew no body outside the medical profession which had studied tuberculosis as the Society had, and he looked to it to help in the grave problem of the tuberculous soldier.

The Chairman returned thanks for the vote, which was accorded unanimously.

The proceedings then terminated.

Notes on Social Work Abroad.

The Pacifist movement; compulsory Health Insurance; Labour Questions.

UNITED STATES.—Mr. Lochner, the secretary to the Ford Peace Commission, details his view of European opinion in the *Survey* for February 10. Peace talk, he thinks, is more prevalent in the European press than it was a twelvemonth ago. At least one half of it appears in the papers of the Central Powers. He thinks himself in possession of the terms which both sides are prepared to accept, but is not permitted, he says, to publish them. He quotes Dr. Zimmermann as telling a Ford representative that 'the power of the military party was broken once for all,' but adds in his next sentence that the German Liberals have not succumbed to the war party, but have joined hands with it. He recognises something of the ineradicable distrust of Germany's word prevailing throughout the Entente peoples, and their demand for independent guarantees, and infers that 'obviously the only power on earth that could guarantee peace and be acceptable to both sides is the United States.' He thinks that her empty larder has prompted Germany to resort to her present submarine menace in the hope of forcing the pace towards peace. And yet he argues that the belligerents are nearer an understanding than they themselves probably realise. Immediately preceding Mr. Lochner's utterance is a proposal by Professor Hayes, of Columbia University, in favour of an Armed Neutrality League somewhat similar to that founded in 1780 by Russia, Prussia, Austria, and some of the smaller European nations to assert their position as neutrals against the alleged arbitrary interference with their rights exercised by France, Spain, and especially England, at that moment at war with each other. After citing several protests made by the United States Government during the present war against our own interference with neutral commerce, he remarks, 'But, however irksome to neutrals have been the British violations of international law, German violations have been more outrage-

ous because they have been attended by destruction of neutral lives as well as by injury to neutral commerce.' Her practice of submarine warfare and of sowing floating mines are the instances cited. The first step towards an Armed Neutrality would be a definition of principles. Those laid down in the London Declaration of 1909 might suffice as regards contraband, blockade, and convoy. But some further plan of action would have to be agreed upon with reference to submarines. Professor Hayes suggests that if once a German submarine should have attacked any neutral merchantman without warning, or without complying with the regulations of the League, 'thenceforth the very presence of a German submarine in the vicinity of neutral shipping, whether it had attempted to attack or not, could be considered as *prima facie* evidence of an intent to attack, and all German submarines might be sunk as soon as they were detected.'

The birth control prosecutions against Mesdames Byrne and Sanger resulted in a sentence of thirty days for each. This was under a New York law. The former, by resorting to a hunger strike, got a women's petition in her favour to the Governor, which procured her pardon on a promise not to do it again. The proposal to introduce compulsory health insurance for wage-earners with incomes not exceeding £240, has stirred up opposition in labour as well as in capitalist circles. A joint meeting of representatives of both sides has been held in New York to protest. Mr. S. Gompers, the well-known labour leader, being unable to be present, wrote his opinion that the health insurance movement comes from those who want to do something for Labour, whereas Labour wants to get things done for itself. A very intelligible attitude. He accordingly denounced the compulsory character of the Bill. The secretary of the Printers' Trades Council, also objecting to compulsion, suggested a league of employers and employed to fight their common foe, the social worker. The eight hours day dispute on the railways has been again at an acute stage during the last few weeks. The lawyers had agreed that the Act passed last autumn with regard to it, and due to come into operation at the New Year, was not to be enforced until the Supreme Court had decided upon its constitutionality, and a test case had been put down for argument for January 8. The disgruntled enginemmen quickly prepared for a strike to begin on St. Patrick's day, but in view of the grave military situation the President induced them at the last moment to postpone the fatal step for a few days. On the merits of short *versus* long working days, Dr. Alice Hamilton calls attention to the findings of the Committee upon the Health of Munition Workers, to the effect that, even for an emergency, overwork is wasteful and shortsighted. 'It has only,' she remarks, 'taken a little more than a year for Great Britain to discover the evils of overlong hours. For how many years have we been discussing the *pro* and *con* of an eighty-four hour week in our own steel mills?'

Proceedings of Council.

AN ordinary meeting of Council took place at Denison House on Monday, March 12, 1917, at 4.30 P.M., Sir Charles Nicholson, Bart, M.P., in the chair, and subsequently Mr. John Tennant.

There were present:—

BATTERSEA:—Miss Leather.
 BRIXTON:—T. Warren Crosse.
 CHELSEA:—A. B. Williamson.
 DALSTON:—Mrs. Weber.
 DEPTFORD:—Miss Marchant.
 FINSBURY:—Miss Lonsdale.
 HAMMERSMITH:—Miss Bryan, J. M. Currie.
 LAMBETH:—Miss H. M. Hill.
 LEWISHAM:—Miss Goody.
 NEWINGTON:—Miss Ashe, Miss Oldfield.
 PADDINGTON:—F. S. Warburg.
 ST. GEORGE'S, HANOVER SQUARE:—Miss Hussey.
 ST. JAMES' AND SOHO:—Miss Alder, Miss Lawrance.
 NORTH ST. PANCRAS:—Miss Goodchild, Miss Stewart.
 SOUTH ST. PANCRAS:—Miss Neville, Mrs. Wilde.
 SHOREDITCH:—Miss Vaughan, Miss Plewa.

ST. SAVIOUR'S:—Miss Townsend, Miss Elliott.
 STEPNEY AND MILE END:—Lady Jones, John Tennant.
 VAUXHALL:—Sir L. Hare, K.C.S.I.
 SOUTH-WEST HAM:—Rev. I. L. Seymour.
 ADDITIONAL MEMBERS:—Rev. E. S. Shuttleworth, A. M. M. Crichton, Mrs. Mylne, Sir W. Chance, Bart.
 ASSOCIATION OF WOMEN HOUSING WORKERS:—Miss Dickin.
 TREASURER:—G. T. Pilcher.
 TOTAL:—36.
 SECRETARY:—Rev. J. C. Pringle.
 VISITORS:—E. A. H. Jay, Miss Bartlett, Miss Clarke, Miss Smyth, Miss Michael, Miss Gordon, Miss Depledge, Miss Stapleton, Miss Robinson, Miss Popham, Miss Moore-Smith, H. L. Woolcombe, Miss Warner, Miss Godden, Miss Plowwright, S. Jones.

ST. GEORGE'S IN THE EAST COMMITTEE.

It was reported that Rev. H. Iselin had been elected a representative in the place of Miss Hillier.

SYDENHAM COMMITTEE.

It was reported that Mr. J. A. Clay had retired as representative.

RECONSTRUCTION DURING THE WAR.

Mr. Warburg read his paper entitled 'Reconstruction during the War,' copies of which were available for members. In the course of the paper, besides other comment, Mr. Warburg read extracts from the works cited, and other relevant publications, and brought the information collected thoroughly up to date. He thought most highly of Mr. Smethurst's proposals for an industrial parliament of the building trades (on page 13). He mentioned interesting attempts to bring home to employees, engaged upon monotonous detailed work, the large and important achievements in which they were taking part.

Sir Charles Nicholson said that as it was his first appearance as Chairman he would like to say a few words. He was impressed by the immense and varied output of schemes of reconstruction. The House of Commons had been struck recently by the information that there were eighty committees sitting on different matters. He was convinced that demobilisation would have to be slow. He referred favourably to a suggestion by General Long that demobilisation should not be by battalions, but by trades. He had asked Mr. Barnes, M.P., whether shipbuilding was not the first trade to be demobilised. Mr. Barnes replied by pointing out the great numbers of men who would return from building ships of war to building merchant ships. Mr. Barnes favoured beginning with the building

trades, because of the shortage of houses, but he did not wholly agree with him, though he recognised an intense demand for agricultural cottages.

In his very frequent contact with disabled soldiers he had found a warm recognition of what was being done to help them, but had not come across any militant trade unionism. He praised what was being done at Roehampton to teach the men trades, and found the men anxious to learn them.

He agreed with Mr. Warburg as to the very partial success of the official Labour Exchanges, and pointed to the great success of the Y.M.C.A. exchange.

He warned the audience that the world market finally settled rates of wages, rather than the aspirations of groups or individuals. He was glad to report that he found Labour M.P.s in the House of Commons just as eager to promote industrial peace as anyone. He complimented Mr. Warburg upon having produced a most useful document.

Miss Edith Neville thought members of the Society ought to meet and endeavour to arrive at agreement upon points touching its work. She referred specially to the unemployment which would ensue after the War, and hoped the Prince of Wales's Fund would be used rather than Government unemployment funds. She deprecated many months of leisure at full pay for soldiers. She hoped efforts would be made to carry on the education of children where a sudden stoppage of this was necessitated by industrial difficulties.

She advocated regular meetings of the Society to take place one hour before Council meetings. The Society was not justified in criticising other people's schemes without formulating its own.

Sir Lawrence Jones asked how we were to compete with Japanese toys to put into Christmas crackers, landed in England at 7d. per gross!

He had lately been attending conferences in connection with raising the minimum wage in a sweated trade. The obstacles to progress were the unassociated employers, and the workers who belonged to no trade union.

Mr. Crichton reminded the Council that the Central Unemployed Body would be available to deal with unemployment.

Mr. John Tennant, who took the chair at 5.40 to allow of Sir Charles Nicholson's going to attend a committee at the Pensions Office, thought the busy days immediately following the War was the time to secure industrial peace, not the dull slack days later on.

Sir William Chance moved that Miss Neville's proposal be referred to the Administrative Committee. He believed in working at reconstruction plans without delay.

Mr. Warburg referred to the suspicion with which most workmen regard employers, and especially the C.O.S. He did not quite see where the C.O.S. came in, except perhaps on the subject of relief works.

The motion regarding Miss Neville's proposal was put from the chair and carried *nem. con.* The Council adjourned at 5.55 p.m.

SUPPLEMENT

TO THE

Charity Organisation Review.

APRIL 1917.

The Library.

Those who are engaged in the study of social work are finding more every day that the lives of the people are conditioned by intricate Acts of Parliament and the visits of inspectors. It is now a necessity for them to be able to obtain the use or possession of reports, books, and pamphlets, official and unofficial, informing them what these Acts are, who these inspectors are, how they are working, and what their own attitude or co-operation should be. If you are among the number of such students, you are probably feeling more and more the need of someone to whom you can write a postcard, or telephone, stating your query, and who will lend you or order for you exactly the book or paper you require. The Librarian of the C.O.S. at Denison House, 296 Vauxhall Bridge Road (telephone Victoria 871), is prepared to render you this service. Very often the paper or report you want only costs a few pence, yet it means for you an afternoon wasted on a journey to a publisher—a journey not unfrequently without result, since those firms do not keep on the premises expert advisers on such matters, and can only supply purchasers who know the number, date, and title of the document they require. The Librarian at the C.O.S. will order the proper publication to be posted to you with a note of your indebtedness. When a book in the Library is likely to help you he will inform you of the same, and, should you be unable to consult it here, would post it to you on loan for a definite period, charging you only with the cost of postage.

N.B.—The Society would be very grateful for any useful books which readers may care to present to the Library. It is doubtless well known that no charge is made for the use of the Library, and there is no fund available for the purchase of books.

Library of the Council.

The following publications have been received for the Library during the past month :—

Bulletin des Sociétés de Secours Mutuels. Paris. November 1916, January 1917.

American Journal of Sociology. Chicago. January 1917.

- Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. January 25, February 8, 1917.
 Volkswohl. Dresden. January 25, 1917.
The Times Index. September to December 1916.
 Rural Development and Small Holdings (Report of Conference, 1911). Presented by Lieut.-Colonel Montefiore.
 Royal Statistical Society Journal. January 1917.
 Local Taxation Returns. Ireland. 1914-15.
 La Revue Philanthropique. Paris. February-March 1917.
 The Survey. New York C.O.S. February 3, 10, 24, March 13.
 Second Annual Report of the Lunacy and Mental Deficiency Board of Control. 1915.
 Deaths from Starvation Return. 1917.
 Judicial Statistics of Scotland for 1915.
 Revue des Etablissements de Bienfaisance et d'Assistance. November-December 1916.
 Economic Journal. March 1917.

Notice.

In-patient Letters of Admission to the Royal Sea-Bathing Hospital, Margate, will be very acceptable at the Central Office of the C.O.S., Denison House, Vauxhall Bridge Road, S.W.

HOSPITAL LETTERS have been received from : H.M. The Queen, St. Mary's Putney Relief Committee, John Barclay, Esq., St. George's Hanover Square District Committee, Lieut.-Colonel Warburton Davies, Mrs. Mitchell, James Rogers, Esq., Lieut.-Colonel G. E. Perryn, Miss Fenwick, Miss St. Hill, Miss Cummins.

THE Charity Organisation Review.

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Editorial Notes.

AN interesting study of 'The Alcoholic as seen in Court' appears in *The British Journal of Inebriety* for April. It comes from Boston, U.S.A., where the burden of alcoholic cases has led the Medical Director to the Municipal Court to select 100 average cases to report upon. He divides them into fifty steady drinkers and fifty periodic drinkers, the former of whom averaged twenty-one arrests each, the latter 14.5. Only 10 per cent. of the whole number were steadily employed, and practically one-half were not self-supporting. Great stress is laid upon the defective mentality of the cases, 77 per cent. showing an inferior sub-standard mentality, while 56 per cent. had a mental level below the limit of twelve years. This being the case, 'they are in need of such care and treatment as are given to those suffering from physical and mental diseases or defects, rather than the ordinary penal treatment in the past afforded them.'

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From this point of view of treatment importance is attached to the distinction between the steady drinker who 'has been in the habit of imbibing alcohol more or less steadily, and perhaps in small quantities, for a prolonged period of years,' and the periodic drinker who 'has drink paroxysms which subside and are followed by periods of sanity and rational thought

and conduct.' The latter have a higher grade of intelligence, and are far more capable individuals, only 26 per cent. having a mental level below twelve years; while of the steady drinkers 74 per cent. are below this level. Further, 72 per cent. of the steady drinkers are not self-supporting, while 74 per cent. of the periodic drinkers are self-supporting. It is suggested that on the grounds of these considerations the steady drinker requires to be confined for prolonged hospital care and treatment, while the periodic drinker is in general to be handled on probation and incorporated into society's scheme of living by means of well-directed medical, psychological, and social service methods of treatment.

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Some interesting facts about tuberculosis in connection with the War are reported in the April number of *The British Journal of Tuberculosis*. Dr. Horace Wilson has noticed in connection with a tuberculosis dispensary that 'during the first rush of recruiting a large number of men already infected with tuberculosis joined the ranks, and they could be divided into several classes: (1) those who joined from pure patriotism; (2) those, chiefly early cases, who thought the open life would be as good as a sanatorium; (3) a few fairly marked cases who would as soon be killed facing the enemy as die a lingering death at home; and (4) some advanced cases who realised that if they died on active service their wives would receive a pension.' Some have died, some have caused infection to others, 'but so far more have joined up already suffering than fresh cases have returned, in spite of war conditions and exposure.'

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'As regards war workers, many of our cases of both sexes, but particularly the women, have improved in health and condition. . . . The better wage has more than compensated the extra cost of living, and our experience is that the majority of the workers are clever and thrifty in expending the household money, and not the helpless creatures many of our social reformers would have us believe. The factories are, generally speaking, well ventilated, the hours reasonable, and the meal-times regular. . . . In conclusion, we have found the war

conditions of actual benefit in tuberculosis. They have brought to light unsuspected cases, improved the condition of many others, weeded out the unfit, and relieved congestion and overcrowding, while as regards the future the improved physique of the men and stamina of the women will provide a race less likely to prove a breeding-ground for the tubercle bacillus.'

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In November last the London County Council referred to their Local Government Committee a motion to consider and report 'on the present high rates in the poorer districts of London, and what steps it will be necessary to take to secure further equalisation of rates in the County of London.' The Committee has now reported, and recommends as a first step that a central Poor-Law authority for London should be set up on the general lines indicated in the majority report of the Royal Commission on the Poor Law and Relief of Distress, and that the Local Government Board should be invited to join with the Council in the preparation of a scheme. This recommendation was discussed by the Council on April 3, and agreed to after some vigorous opposition, and strong support from Mr. Geoffrey Drage. The indignation expressed in the Poor-Law Journals foreshadows, no doubt, the opposition which may be expected from Boards of Guardians if an attempt is made to introduce the proposed change.

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An important and interesting Conference on a National Housing Policy was held at Oxford in the Easter holiday. Proposals covering a comprehensive scheme were agreed upon, amongst which we note the following:—First, that the Government should announce that at the close of the war housing loans and grants in aid will be available for use by local authorities and other agencies. (Upon this *The Municipal Journal* comments that, though not in favour of State grants for housing, the policy might be justified to cover excess costs created by war conditions.) Meanwhile local authorities should be called upon to make within three months returns setting out in detail the conditions and needs of housing in their districts, to meet the cost of which a grant of £100,000 should be made. The Government should also devote £150,000 to

securing new designs and plans for dwellings suitable to fifteen separate districts of England and Wales and Scotland. Legislation should then be enacted to expedite the carrying out of the work.

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The Conference had also suggestions to make as to the cost and supply of building materials at the close of the war. Munition factories are to be employed in producing fittings for the partially standardised houses; and so far as the materials for working-class houses are concerned, the industries devoted to their production are to be controlled by Government, and workmen belonging to them demobilised from the Army before workmen from other industries. Further, the timber and fittings of temporary war buildings should be made available at the lowest possible prices, and all future temporary war building work should be carried out with a special view to the use of the materials for housing at the close of the war. Finally, Government control over building should be exercised for a year following the war with a view to giving precedence to working-class houses. These are only a few of the points contained in the scheme, which is full of suggestive detail.

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MSS. intended for publication should reach the Editor by the end of the month.

Distress amongst the Professional Classes.

THE subject on which I have been asked to speak to-day—namely, distress amongst the professional classes—is both a very large one and very difficult to handle, and that for two reasons. In the first place, there are no public statistics which can be quoted in order to indicate the nature and extent of this distress; whilst, in the second place, no one individual can have explored this whole field. In these circumstances perhaps I shall best tell my story by giving some account of the experiences which I have gained in connection with the Professional Classes War Relief Council, of which I

am the Chairman, together with a sketch of the methods of relief there adopted, and winding up with such general conclusions as can be drawn with safety. I am, moreover, encouraged to adopt this course by the belief that my Council has had exceptional opportunities of forming opinions on this subject; because, on the one hand, we have been brought into close contact with what I may call for short the Professional Classes Sub-Committee of the Prince of Wales's Fund, from which we have had generous grants; whilst, on the other hand, we have been working in the closest co-operation with many of the managers of the benevolent funds which have been organised by almost every profession for the relief of their brethren in distress, and also with various societies for organising relief of distress generally, such as the Charity Organisation Society. It is true that we do our utmost to avoid treading on the ground occupied by these professional benevolent funds, believing that they have better means of acquiring knowledge of the private and business circumstances of men of their own professions than we can have, and that such accurate knowledge is the only safe foundation for philanthropic work. It is true, also, that a few important bodies have refused to join us, fearing apparently that we should try to run their shows, and not perceiving that all we wanted was help to run our own show. But from our many friends who have played an active part in the management of these various societies, and who are now serving on our Council, we ought to have, and I hope have, learnt much.

Our experiences have, moreover, fully confirmed our belief that there is a useful rôle which can be played by a central organisation like ours, provided it continuously endeavours to avoid overlapping; for there are some things which we have been able to do more efficiently than if they had remained in the hands of a large number of separate benevolent funds. To give one single illustration of the advantages of this method of co-operation, we have been able to bring together exceedingly strong expert committees; and on technical education questions, for example, we have far better means of obtaining advice than any single professional association either actually has or could possibly have. Then again we have occasionally been able to make ourselves useful to other institutions in a

way which I mention because I wish we had been more often called on to give this assistance. Certain benevolent funds can only hold meetings at comparatively rare intervals, and they have been led in consequence to give lump sums to applicants rather than allowances doled out by the week. When a sum of £20 or £30 is given at once to a professional man in distress, it is apt to be immediately absorbed in the payment of debts, leaving the recipient no better off than he was before as regards current needs. He is then likely to borrow money in the hope of a further grant being made, and he becomes more and more demoralised through becoming more and more used to such a situation. Now, having a staff constantly at work, we have occasionally been asked to undertake to distribute in small sums the large grants made by other benevolent associations, to the great advantage of the recipients, as it seemed to us. To keep in close touch with all those receiving charitable aid is, in fact, another fundamental rule in sound philanthropic work.

In order to make myself intelligible, a few words must be said about the methods of organisation adopted by my Council, and these I shall illustrate by reference to a few actual cases. But, as to these illustrative cases, I shall deliberately alter certain details, though in such a way as not to prevent a correct idea being given of the nature of the distress and of the reasons for the action taken. I am sure that you will agree that this is excusable in order to avoid any possibility of identification. The first of the administrative bodies to which a written application for assistance is referred is called the Staff Committee, a committee consisting of all the permanent heads of departments. This committee, after giving interim relief in cases of dire distress, and after seeing that the necessary preliminary inquiries are made, always passes on the case to one of the other committees—namely, either to the Case, the Education, the Training, the Music, the Arts, or the Maternity Committee.

Of these committees, I will first describe the work of the Case Committee, because the Staff Committee refers all doubtful points to it, and because it has therefore far the most difficult riddles to solve. It consists of a few members of our Council, aided by certain devoted volunteers, who have

gained a great amount of valuable experience in interviewing applicants; and we meet for one and a-half hours twice a week in the evening. Now, our funds are raised for the purpose of aiding persons who comply with the three following conditions: they must be British subjects, they must have been injured by the war, and they must belong to the professional classes. It would be a breach of trust to help those not complying with these conditions out of our funds, and the painful duty of declining to give assistance in many cases of real need falls on the Case Committee. In such cases far the kindest course is to tell the applicant the conclusion arrived at in the most unmistakable manner, giving, of course, all possible advice as to where else to apply. Nothing is worse than arousing false hopes, and those who feel that they would be incapable of giving this immediate pain and disappointment had better leave this branch of philanthropic work to others.

As to whether an individual does or does not belong to the professional classes, this is often a difficult question to decide, since we have not attempted to frame a rigid definition of this term. It is, however, in many things best to trust to common sense, without the hampering restrictions of formal definitions. For instance, a man may be shut up for life if he is decided to be a lunatic; and yet I believe I am right in saying that the word 'lunatic' has never been defined in any Act of Parliament. The common sense of doctors, judge, and jury is called on to supply the answer, just as the common sense of the Case Committee is called on to decide not only whether a person belongs to the professional classes, but many other points of doubt as well.

As to the kinds of assistance given by the Case Committee, the main object that we always hold before our eyes is to bridge over the difficulties caused by the war. We cannot look forward to giving permanent help in any case, however deserving, and for us to dole out money merely to keep a family from want, and without any constructive policy in view, would be the worst kind of assistance we could give. We make it a rule, in fact, never to dole out money for maintenance, and without any hope of such a dole ceasing; though if the truth be told we sometimes allow common sense to step

in and permit us to turn a blind eye to our own regulations. As to grants of money for definite objects, especially if given with the hope of starting the applicant anew on a self-supporting basis, that is a wholly different matter; and of this kind of assistance I will give an illustrative example. A schoolmaster, who was forced to give up his school because of the loss of pupils owing to the war, pluckily took the first job that came to hand, and we became acquainted with him serving as an assistant in a stationer's shop. He soon got a post as assistant master in a school in the North of England; but, all his funds having vanished, he was unable to move his household goods to his new home, or to pay the agent's commission for getting him the place. In both these respects we helped him by settling these accounts for him, believing that, with certain assistance given in regard to education we shall put this man, so grievously hit by the war, completely on his feet again.

The methods adopted for relieving distress are numerous, and for the most part well known. Among the less well-known methods subsidised employment may be mentioned, which was found exceedingly useful during the earlier part of the war, but is now becoming less and less frequently resorted to. A number of scientific, literary, and philanthropic societies were approached, and it was ascertained from them that there was work which could usefully be performed, but for which they had no funds. We introduced a lady who had been grievously hit by the war by having her private income much reduced and her work curtailed—to illustrate this method by a definite example—to a philanthropic society; and they gave her employment, though with some hesitation in view of a serious physical disability. After my Council had paid her salary for three months she was taken on as one of the permanent staff, and there she has remained ever since, her services being greatly appreciated. This we have found to be an excellent method of training, and it is now less resorted to only because employment is so easily obtained. But I anticipate that it will still be useful at times, both as giving confidence to the employer and the employed. May I read, to illustrate this point, an extract from a letter of thanks received from one of our cases? 'Your generous

response to my need gives me deep satisfaction, and inspires a feeling of grateful joy I cannot properly express. Perhaps the best service you have done for me is to renew my hope that I may be able to achieve independence. To dispense aid and encourage self-reliance has always been recognised as difficult, and you have found the secret of attaining the desired end. . . .'

One other method of assistance I will mention which, though it has occasionally been very beneficial, has been far more often disappointing in its results, and that is the granting of loans. When it is impossible for the borrower to save any money out of his income, and when the debt must for long remain unpaid, the loan has a demoralising influence on the recipient. He may have the intention of beginning to repay at once, and when he finds this impossible he may for the first time in his life become used to the sensation of living with a dead weight of debt round his neck. For instance, we lent some money to a musician in anticipation that he would receive a grant from a musical benevolent fund. This grant he did receive, and when we got our loan repaid we flattered ourselves that we had done him a good turn. But almost immediately came the request for a second loan, and this being granted, and one small instalment of the repayment having been made, in comes a demand for a third loan. Those who have had experience in Charity Organisation work can guess the end of the story. Had I time, I could, however, give examples of loans usefully made; such, for example, as one to a young medical student in a Midland University. This, being made on the security of certain assets, which could at the time only be sold at a heavy loss, has been doled out to him in weekly allowances, and it will, we believe, enable him to finish his course and start him in life.

Much useful work has been done by our staff, I should perhaps here add, in putting applicants in the way of getting ordinary employment for themselves, and in encouraging them to persevere in their efforts—an encouragement, as I have said, often sorely needed. Sometimes these efforts come to nothing, of course. Two middle-aged ladies, sisters, I think, applied for help in getting a half-day's work each,

one in the morning and one in the afternoon. When the difficulties of such a plan were pointed out, we were told that it was the only possible arrangement, for one of them must always be at home to take care of the little dog. Immense courage has often been shown, and really serious difficulties have often been surmounted, so that many who at first felt hopeless are now in employment. A considerable number of men and women have been trained for munition work, the necessary fees being paid out of our funds, thus tiding over their difficulties until the war is over. Then I greatly fear another bad time will come, and all these difficulties about employment will arise anew; and for that bad time we ought now to be preparing.

I pass on now to the work of our other committees, and if I deal with them far more briefly I hope it will be understood that my brevity is no indication whatever of any comparative unimportance of their labours; for it is merely due to the fact that the sands of my time are running low. Dealing with the musical profession first, as being the most hardly hit of all by the war, the Music in War Time Committee has come to their rescue by arranging during the last two years for 1,400 concerts in camps and military hospitals, and by paying the fees for 5,500 engagements. The pleasure thus given to sailors and soldiers, wounded and unwounded, is not an object for which our funds have been raised, but it is one of the results of the work of this Committee at which we all heartily rejoice. No help is ever given to efficient men of military age; and in all cases where the musical talent is not very pronounced, and where the artiste is able-bodied, we are more and more pressing the advisability of adopting some other method of earning a livelihood. Moreover, the able-bodied and efficient are apt to be on the whole the best musicians, with the result that some of those who remain on our books are not remarkable for their musical talent. This Committee has, therefore, had great difficulties in arranging their concerts—difficulties which have thus far been very successfully overcome by methods which I fear I have no time to discuss.

All the professions which are concerned with æsthetic needs or luxuries—I will not venture to say which they should

be called—have been grievously injured by the war, and second in our list of professions in distress certainly come the artists. An Arts in War Time Committee has been formed, whose most recent work has been the decoration of the walls of a London County Council school with designs illustrative of the different parts of the British Empire, thus spreading artistic feeling in a very poor district, and also finding employment for a number of artists in distress. Exhibitions have also been arranged by this department, the sales of pictures at them amounting in value to about £224 in 1916, and orders obtained for painting works of art to over £800, the proceeds going to the artists on our lists without any deductions.

The remaining Committees deal with distress generally, and of these I will first mention the Maternity Committee, their most important work being the management of the Maternity Home at Prince's Gate. The fee charged about covers the actual out-of-pocket expenses; but even this fee is partially or wholly remitted in case of real need. But since no house-rent falls on the Council, 13 Prince's Gate having been generously lent to us by Mr. Pierpont Morgan, and since all the doctors and many others working there give their services quite gratuitously, it is obvious that the element of charity is never quite absent. A case is, therefore, always refused if it appears that the applicant is in a position to pay the doctor's and nurse's fees. During 1916 ninety-three boys and eighty-four girls were born, bringing up the total to about 270 for the whole time during which the Home has been opened, a figure of which the Maternity Committee—and the individual mothers—may well be proud. In some cases this home of quiet for expectant mothers has been an inestimable boon. For instance, an unfortunate Continental tutor had to fly from where his duties lay because of the entry of the Germans; and soon after, shaken and penniless, he died in England. But his little boy was safely born at Prince's Gate. The gratitude aroused by the care of the Matron and all her staff may be illustrated by the following letter of thanks: 'My wife has forwarded to me the exceedingly kind letter which your Committee recently addressed to her, and she has asked me to try to add my thanks to hers for all your splendid kindness to us; but I must confess that I feel powerless to

express anything at all of the depth of gratitude I owe to every one of those who have cared for and helped my wife through our trouble time. And now you heap further kindness upon us, telling us that we need not find fees for all that has been done. What am I to say? What is there that I *can* say? That we are glad and very deeply touched—that we are infinitely relieved from a problem that troubled us considerably—that, above all, we appreciate the wonderful kindness shown us—certainly I would try to express all of this in my thanks and a very great deal more—that is utterly beyond my powers, and so I will only ask you to convey to the Committee my appreciation of what they have done for us, and tell them, as best you can!'

Last, but not least, we come to the Education and Training Committees, whose functions are sufficiently well indicated by their names. Many of even the most efficient members of the professional classes have had their incomes seriously reduced by the war, rendering it quite impossible for them to complete the education of their children in the manner they had intended. They naturally hoped that their descendants would also follow their own or some other professional career; but this would in many cases have been quite impossible but for the aid of the funds given to our Council for expenditure. Up to Christmas last the education of 617 children, 323 boys and 294 girls, has been assisted out of our funds at a cost of well over £10,000; and even this would have been quite impossible but for the extraordinary generosity of numerous schools in placing free or reduced fee places at our disposal. Take the case, for instance, of a schoolmaster, the head of a preparatory school, where he had every reason to hope he could educate his fairly numerous family, but which had to be closed because of the war. A free place was found for a boy of fifteen at a public school, one of six kindly offered to us. Later on another boy was sent to a boarding school, part of the fee being paid by us and part by an elder brother who had only just left college to take an assistant-mastership. When a whole family pulls together like this we may feel nearly sure they will pull through with credit. In many cases, of course, a less expensive education than that originally designed has to be adopted; for we do not assist in

sending pupils to the more expensive schools. As to the Training Committee, they have assisted in giving training in the cases of over 100 young men and women when seeking to obtain a livelihood. Moreover, especially as this Committee also deals with emigration, it may well be that their most useful work will only begin when the war ceases.

What most of us want to know about our friends is generally not what they do right, but what they do wrong; and, instead of boasting of the excellence of our Committees, perhaps I should have made my remarks more acceptable if I had done nothing but point out our blunders. Certainly many of us who have been frequent attendants at the Case Committee do not look on certain questions exactly as we did when our work began; and if, as I have heard it said, a fool may be defined as a person who has never in all his life changed his mind, we ought to feel proud that we do not come within the four corners of that definition. Such slow mental changes as these are difficult to describe; but I think I am correct in saying that some of us now feel that the relief of distress amongst the professional classes must be dealt with much more like ordinary charitable work than we had at first supposed. The experiences gained by such a society as the Charity Organisation Society, though resulting largely from assistance given to the very poor, appear therefore to us to be of more value than they did when first we began our work.

When the war broke out, the work of the professional classes was greatly dislocated, and many were at once thrown out of all employment. But in those early days nearly all men endowed with even a moderate amount of foresight were able to carry on unaided for a time, having put by something for a rainy day. Moreover, they had not long to wait before that great demand for Government work began, which has given openings for all efficient men and women, some of them, no doubt, only after training and the moving of their homes. If a professional man comes to us now in actual need, we feel sure that there must be some definite cause for his being out of work, and that cause we must ascertain if we are to deal with his case on right lines. Inquiries must be pushed so that no dark places are left unexamined, personal inquiries

being always preferable to written communications. Grave faults of character, for which an applicant may be justly and seriously blamed, produce much the same results in all ranks of society; and we are bound to make certain that the money we hold in trust is only passed on to worthy recipients, free from such faults. It is true that in professional men and women we are dealing with a proud and sensitive class, whose pride in large measure merits our respect. Inquiries must, therefore, be made with all tact and discretion; but when reasonable precautions are taken in this respect we find that it is the best cases who answer our questions most readily. A disinclination to reply must, therefore, not be taken as a reason for ceasing to inquire, a truth which we did not at first perhaps fully realise.

An applicant cannot be blamed on account of age, ill-health, or natural inefficiency; and if these, in combination with some trouble caused by the war, are the causes of his distress, of course we come forward to help. Of this large class, elderly women of excellent character and filled with all right desires are those most to be pitied; and yet, especially if they have no training, they are the hardest of all to place. As to efficient professional men and women, they also have suffered greatly, though not from want of work; their trouble has come from a grievous loss of income. Our main work has, in fact, been in connection either with those who, though willing enough to work, could get little or no employment on account of their age, ill-health, want of training, or natural inefficiency, or with those who got work without great difficulty, but whose diminished incomes prevented them from bringing up their families in the way they had every right to anticipate, the war in all cases being a contributing factor. In charitable work amongst the very poor attention must be largely concentrated on the prevention of actual distress from want, whereas our ideal at all events has been to prevent a harmful descent from a fairly high standard of well-being.

The order in which we find that the different professions have been adversely affected by the war is as follows: Musicians, artists, architects, journalists, owners of schools in certain districts, and then a host of other professions hit about equally. Great numbers of the above-mentioned pro-

fessions have been assisted by us, together with smaller numbers of stockbrokers, barristers, solicitors, clergymen, governesses, &c. Of all these classes, musicians not in the front ranks of their profession are probably the most difficult to help by finding work for them in other lines. This is probably due to many of them having taken up an artistic career because of an exceptionally strong dislike of the daily grind of a life of business, and because their training as musicians, though often very severe, has not been such as to overcome these initial distastes. Many musicians have, however, surmounted all obstacles, and have started life anew, to their great credit.

To-day I have attempted to tell you something of the successes of my Council, and a little of our failures, as the best means open to me of indicating the nature of the great distress which has been felt by a portion of the professional classes, and which is being relieved by a large number of societies throughout the country. I trust I have not cast a shadow of doubt on my belief in the usefulness of the work which they are all doing, for I entertain none whatever. The prosperity of a country depends more on the condition of its middle classes than on any one other factor, and it is a foolish country that does not see to it that this class is not only as efficient as possible, but also that it multiplies as fast as may be in numbers. In conclusion, may I read to you an extract from a letter of thanks which I was requested to write to all the workers at Prince's Gate? To them I said, speaking on behalf of my Council: 'How deeply we appreciated the spirit which has animated all the workers at Prince's Gate! There has ever existed here a spirit of keen interest in the work, combined with willing co-operation and mutual forbearance, and the result is that all of us look back on our labours here, whether the hours of our work have been short or very long, with pride and satisfaction, and without any recollection whatever of weary and irritating drudgery.' Believe me that nothing but a firm faith in the usefulness of their arduous work, both to the individuals assisted and to the nation at large, could possibly have inspired the enthusiasm which animates every single worker at Prince's Gate.

LEONARD DARWIN.

The Charity Organisation Society and National Service.

THE Administrative Committee were requested by Mr. Neville Chamberlain to submit to him a scheme of retrenchment in order to enable workers of the C.O.S. to devote their energies as far as possible to the National Service; and, as you know, a circular letter was addressed to the District Committees asking them to be good enough to answer three questions. The object of making this statement to Council is to give you as far as possible the net results of the answers.

These answers are in many instances extremely interesting. Among those Committees who have sent in especially full and illuminating reports may be mentioned Chelsea, Fulham, Hampstead, St. James's, St. Marylebone, Vauxhall, Wandsworth, and Whitechapel. The first question was in two parts.

I. (a) 'How many of your regular workers, paid and unpaid, have left your work (wholly or partly) for military or other National Service since the outbreak of war?'

The actual number of members and workers who have left the Society's work entirely for war service is stated to be 287. All the Committees but three have been depleted in this honourable manner; one of these three was actually moribund at the outbreak of war, and has somewhat recently been revived. It is, of course, obvious that this figure is of little value unless it were possible to estimate the actual membership of the Society. There is no means, so far as I know, of ascertaining even the approximate number of our members and workers. We have never numbered our people, for the fact is their numbers vary from month to month—I had almost said from week to week. The number of officers both honorary and paid whose services have been lost to the Society, at any rate for the duration of the war, is forty-four; this figure does not include the Secretaries and clerks at the Central Office. Of these forty-four at least three have been killed, two are prisoners of war, many more have been wounded. One of our Organising Secretaries, Miss Kelly, has been lent to the Officers' Families Association to act as their Secretary. It is no surprise to us who know her to learn that

her work at Lansdowne House is highly appreciated, nor that she has been able to accomplish a fine piece of organisation.

(b) The second part of Question I. was as follows: 'What steps have you taken to readjust your work to meet the situation?' The chief steps taken to readjust the work appear to be summed up for all the Committees in the words of Clapham, 'The workers put in more time and more work'; or in those of Battersea, 'The office staff of four feel that they can only intensify the work they are doing.' Hampstead say: 'We are practically a War Committee carrying on our ordinary work as well as we can.' A few Committees are prepared to close their offices to applicants two or three days a week. Bethnal Green suggest that possibly the Administrative Committee may 'see some way of reducing the demands now made on the Society in the matter of case and office work.' Vauxhall say: 'Our casework is light, and we propose to hold only one Committee each week and to devote time gained to National work—i.e. Infant Welfare and Care Committees.' North West Ham say: 'The situation has been met by leaving many things undone which might otherwise have been done.' They are proposing to share their agent with the South West Ham Committee. Dalston, whose agent has been a prisoner of war ever since the ill-starred relief of Antwerp, have replaced him by a woman agent. There are several noble offers from Committees either to share their agent with a neighbouring Committee or to dispense with him altogether. Some Committees say that as the casework is lighter they are getting on fairly well; Chelsea, St. James's, and Paddington think it advisable to keep office hours as usual. Chelsea say: 'While there is no poverty, there are a considerable number of applications for dealing with young people and invalids.' St. James's say: 'It is most necessary to keep the office open all day for inquirers, as being in a central position there are a considerable number of these.' South St. Pancras say: 'It does not seem that any alteration can be made. All our workers are working very long hours, and the work could not be done with any fewer people.'

Question II.—'Are your workers, paid or voluntary, now giving part time to such forms of National Service as War Pensions, War Savings, Child and Infant Welfare, Anti-tuber-

culosis Campaign, Health Work, Mutual Registration? ' The answer was what might have been expected, 'Of course they are.' The returns show that practically the whole Society are giving long hours to all this work and much more. It is, indeed, very evident that in many districts these things depend mainly on the workers of the Society, not merely for their efficiency but for their very existence. It is impossible to give any figures as to the actual number of the members and workers who still continue to work for the Society, but who yet give a very large part of their time to National and war work. Some, but by no means all, the Committees give full and careful figures; but, after all, how is it possible to express spiritual things in such material and misleading terms as figures and statistics? I give, merely as samples, a short account of what two of our District Committees are doing, and I have purposely chosen them because their work is less known possibly than that of some other Committees.

Finsbury, which is a small Committee, have lost their Organising Secretary; much of her work devolves on the District Secretary. One member has been serving with the A.S.C. since the outbreak of war. Another, a most valuable worker, has taken a post in Manchester as a designer in the cotton trade. It was pointed out to her that all the good designs hitherto had come from Germany, and that it was important that English artists should supply them in the future. Another member who has been specially useful to the Committee by his practical knowledge of trade conditions has been obliged to give up his attendance at Committee meetings. Not only is he a special constable, but many of his workmen are serving, and he is in consequence obliged to work harder himself. Another member is doing canteen work in England, another is doing the same for the French army. All the members of Committee who remain are giving much time to war and National work. The Chairman is engaged in important War Loan work. The Vice-Chairman is a special constable, one member is on the War Refugees' Committee, another is doing canteen work and learning book-keeping with a view to National Service. The District Secretary is on the War Pensions, War Savings, and Interim Tuberculosis Committees, as well as Hon. Secre-

tary of a Care Committee. Most of these were helping on the National Relief Fund Committees when they were needed, and would be ready to do so again.

The Norwood Committee has much the same story to tell. One member is Chaplain to the Forces at Netley, another is Military Representative on the Croydon Tribunal. Other members are at the Foreign Office and the Custom House. Eight members have taken up nursing. The agent is in an officers' pay department. The Chairman is on the War Savings' Committee, and other members are on War Pensions, Soldiers' and Sailors' Help Committees, Munition Canteens, Soldiers' Clubs, and Women's Patrol. The Secretary is a member of the local War Savings, Tuberculosis, and Care Committees. These, as I have said, are merely samples, for this kind of work is going on in all the forty-two District Committees in London, and it is quite certain that the whole Society are working as hard as they can do. There is indeed only too good reason to fear that some members and officers are overworking very seriously.

Some of our Organising and District Secretaries were asked to send in supplementary reports as to their personal work. These reports are wonderful reading, and I will give the Council some extracts.

Mr. Cox, your District Secretary in Bermondsey, appears to be running the war work in the borough. He is Honorary Secretary of the War Savings Committee and is wholly responsible for the work. One big association of which he is Secretary and Treasurer has been formed of all the schools in the borough. In connection with war pensions he is responsible for the discharged soldiers' work, he is sole Honorary Secretary of the Soldiers' and Sailors' Help Society, Honorary Secretary of the N.S.P.C.C., and Acting Chairman of the Junior Advisory Committee. As he truly remarks, 'these three jobs mean a good deal of work.' He is also Chairman of the Interim Tuberculosis Committee. He adds: 'There is no one to take my place. I could not do any more than I am trying to do now.'

In the East Mr. Jay has practically organised war savings. Fulham in the West, with Miss Plater in charge, is doing most important and varied National work. Miss Tudor, your

Secretary at Wandsworth, is Honorary Secretary of the War Pensions and of the London Gardens' Guild, and is a member of the Junior Advisory Committee, O.A.P., and Central War Savings Committees, and of at least nine other Committees. She has, in fact, taken over much of Mr. Weston's organising work, and is making a most gallant effort to keep things going in that very large district. As to Mr. Woolcombe's activities, anyone who attempts to study them must be lost in admiration and amazement. He is Chairman of nine associations or Committees, Hon. Secretary to four, and member of at least seventeen others. I have a suspicion that he is quite possibly hiding others up his sleeve. What he has accomplished with regard to war savings in Paddington is really marvellous. Perhaps I may be allowed to say that the Society owes him a deep debt of gratitude for the way in which in these difficult times he protects their interests, and is able to get their point of view considered in many quarters.

Lady Ferrers, in Battersea, is Chairman of the War Pensions Committee, and of two Centres of Schools for Mothers, as well as a member of the Anti-Tuberculosis Committee. She has also induced the Mayor to take up war savings.

I want, however, to make it quite clear that these are the kind of things your Secretaries, honorary and paid, are doing all over London. Everywhere they are working hard at War Pensions, War Savings, Care Committees, and every kind of National Health work. I only wish the time at my disposal allowed me to do fuller justice to the great services which the Society through its officers is rendering to London, and when I say officers, I include, of course, the Chairmen and Honorary Secretaries of the District Committees.

III. The third question was as follows: "Which of your workers, if any, after communication with your Committee, feel that they could contribute more directly to the strength of the country in the war by taking up some other form of National Service than that which they are already performing?"

The answer to this question is practically unanimous. It is expressed in different forms, but I think it is fair to say (1) That our District Committees feel that their work is of

great National importance ; (2) that they do not think that they would contribute more directly to the strength of the country by taking up any other form of National Service than that in which they are already engaged. I think an answer so far as our women workers are concerned was given at the Albert Hall meeting ; they were told to stick to their work, which was held to be of great National importance. It is only too evident that most of our men have already gone, and that those who are left can hardly do more for the country than they are doing now.

One Committee, Fulham, ask for more guidance before answering this question. Almost all say they are willing to take up other work if the Director of National Service should ask them to do so.

It is felt in some quarters at any rate that unless the Society is kept together and not further depleted and weakened, they will not be able to take what might be a useful and important part in reconstruction work, not to mention the share which they would certainly take in National Relief work. What are members of the Society doing now? Those 287 who have temporarily left the Society's work, what account do they give of themselves? I have here a most remarkable list of their war and National activities, ranging from every form of military and naval service to the Foreign Office, War Office, Admiralty, Censor's Office, Cordite Factory Danger Office, Aeroplane Factory, Ministry of Munitions, all kinds of hospital work, special surgical appliances for military hospitals, women's work on the land, scullerymaid in a military hospital, and many more. The list ends with a somewhat common activity just now, 'Marrying an Officer.'

Mr. Hancock Nunn, the Honorary Secretary of Hampstead, writes : 'For the first two years of the war I founded, organised, and acted as adjutant to our local battalion of Volunteers. Directly Jellicoe's Jutland report was published I resigned and returned to my work, only to find it utterly out of hand. I have been struggling to reconstruct it during the past eight or nine months, devoting myself to Child and Infant Welfare, War Savings, and Food production. . . . We have taken on a paid superintendent of plotters under our

war food production scheme. The plotholders are estimated to produce during the current year some £3,000 worth of vegetables.' Wandsworth is also believed to be doing great things in the way of garden produce.

I hope the Council will forgive me if I go a little beyond the answers given by the Committees, and try to sum up a part at any rate of the debt which London owes to the Charity Organisation Society since the outbreak of war.

I think you will consider that the Committees have made out a pretty good case for themselves. Their members and workers have shown a wonderful adaptability and readiness to serve which must have impressed anyone who has watched the history of the Society since August 1914. I do not think those who were present will easily forget the meeting which took place in this room immediately after the declaration of war to consider what steps should be taken to meet the situation. Many of our Secretaries and workers had gone for their well-earned and much-needed holidays. They were not summoned back to London, but they came—I believe they all came except a certain number who were held up abroad.

Our Chairman, Sir Charles Nicholson, said at the annual meeting: 'The C.O.S. has come into its own,' and I believe this to be no more than the truth. Take the important part the Society played in the first weeks of the war with regard to the work of the S.S.F.A. It is a fact which cannot be disputed that if it had not been for the ready and generous help of our organised bodies of workers there must have been great distress, leading possibly to most serious consequences, amongst the wives and children of the Reservists. So far as I can learn there was in London only one Committee of the S.S.F.A. in working order at the outbreak of war, and that was in South St. Pancras. Why was it in working order? Because the Hon. Secretaries and members of the C.O.S. in that district had taken care that it should be so. Another Committee in South London was almost as ready, but that again was thanks to some of the members of the Vauxhall C.O.C. The S.S.F.A. were short of forms of application, and they had but very little money; the C.O.S. supplied both. It is difficult to imagine what would have happened if it had not been for our workers and offices;

even after six weeks or two months of war, when the S.S.F.A. was being slowly organised, many of our members were still literally working day and night. Too many of the new workers when they came had had no experience or knowledge of social work or conditions, but some of them were ready to listen to the advice of our workers and thus to avoid some obvious pitfalls. I think there has never been sufficient recognition of the very great services rendered to the wives of our sailors and soldiers during those critical months of 1914 by the C.O.S., and perhaps I may be forgiven for blowing a belated trumpet.

All through the war it has been the same story: organisation, training, and experience have 'come into their own,' and the Society have been ready to help in any public work where these could be of service.

I wonder how much waste was prevented by those of our members who served on the Mayors' Committees of the National Relief Fund? We can never know how many families were saved by the C.O.S. from 'going under' during those early days of the war when there was sudden but only temporary dislocation of labour. The 'Sudden Emergency' and Merton Funds tided over many respectable artisans who were in great distress through no fault of their own.

The Society were invited by the Local Government Board in the autumn of 1915 to send some of their members to serve on the War Refugees Committee at Aldwych. Their services have been gratefully acknowledged; a great deal of help was given by our District Committees in making inquiries for and recommendations to the Aldwych Committee, and also by acting as their almoners. The patience and courtesy of our Committees under considerable difficulties have been most praiseworthy.

To come down to quite recent times the help of our members was most valuable in getting some kind of method and order into the distracted counsels of those who were trying with but little experience to deal with the distress in West Ham due to the great explosion in January last.

Then as to what the Society has been able to accomplish in the way of war savings. I think it is fair to say that the Mayors of London were not as a whole particularly keen

about the war savings campaign. The Society may fairly claim to have been the means of quickening the civic conscience in this matter, and the existence of local War Savings Committees all over London is mainly due to the untiring efforts of our Secretaries and workers.

I feel I have done but scant justice to the war work of the District Committees. A great deal of it can never be known, because they do but scant justice to themselves. They are only too modest. It has been said that the war has not produced heroes but heroism in a torrent, and that it becomes ridiculous to pick out particular names. The work of the district offices must often have been hard and grinding: the workers, especially in some of the less central districts, must have felt isolated and overburdened with responsibility; but in spite of the heavy strain the ideals of the Society have never been allowed to drop out of sight. I am almost afraid to use that hard-riden word patriotism; the spirit of the Society has always in the truest sense been patriotic, and it is this spirit which has made it possible for them to 'carry on' in spite of overwork, misunderstanding, and loneliness. We have always and with good reason been proud of the Society, but never have we had better reason to be proud of it than now. I have tried to show (how imperfectly I know too well) that further to deplete or to weaken the C.O.S. would be to inflict a great and irreparable loss on social work in London, and that it would be a matter for regret if many more of our workers were removed from their districts where they are known, trusted, and loved. It is surely of the first importance that there should be in this great city a body of trained social workers, possessed of a strong, clear, common, social faith but no creed; supported by principles which are guides but not fetters. The Society by reason of their great and varied experience have an unrivalled and ever-increasing store of knowledge at the disposal of any who care to make use of it. They offer a training such as no other organisation can attempt to give. Perhaps after all their best work just now, and it is truly a work of charity as well as of necessity, is to help those who have the will but possibly not sufficient experience and knowledge to serve their country well.

S. L.

Work for Disabled Soldiers and Sailors.

(Continued.)

14. Army and Navy Pensioners' and Time-expired Men's Employment Society (1855), 24 Buckingham Street, Strand, W.C.—Branch, 16 Dolier Street, Dublin. Procures employment for such men. Numbers registered (1914) 654. Places obtained 2595.

15. National Association for the Employment of Ex-Soldiers (1884), Victoria Street, S.W.—To afford information as to situations vacant, and place men of good character. Also to inform employers of such men. To establish agencies throughout the United Kingdom for similar purposes. Numbers registered (1914-15) 6833. Employed 4108.

16. Navy Employment Agency (1896), South Block, 25 Victoria Street, S.W.—Places discharged R.N. seamen of specially good character, and informs employers of such men.

17. Navy Employment Agency, Motor and Training School, Twyford Avenue, Portsmouth.

18. London War Pensions Committee. Central Office, County Hall, Spring Gardens. Local Sub-Committees in every London borough (addresses of which can be obtained at every P.O.) and every county and town in England.—The duties of such Committees is to make provision for health, training, and employment.

19. Cowen Home for Disabled Soldiers and Sailors, Benwell Grange, Newcastle-on-Tyne.—Trains men of good character, unable to resume original occupation, in electric lighting and wiring, hair-cutting and dressing, bootmaking and repairing, motor driving and repairing, or other occupation desired by them. Chairman, Sir Thos. Oliver, 7 Ellison Place, Newcastle-on-Tyne.

Reviews.

POVERTY AND ITS VICIOUS CIRCLES.¹

As suggested in the title, the book describes in a series of sections how poverty is promoted and aggravated by vicious circles. For instance, Section 1 shows circles associated with

¹ *Poverty and its Vicious Circles.* By Jamieson B. Hurry, M.A., M.D. Pp. 180. Price 5s. J. & A. Churchill.

defective housing, which is responsible for phthisis, followed by incapacity for work, hence greater poverty. Section 2 deals with circles associated with malnutrition, Section 3 with inadequate clothing and so on—vicious circles showing poverty is intensified by external influence to a great extent beyond the victim's control, and vicious circles revolving by individual indolence, intemperance, pawning, wastefulness, and other weaknesses of character.

These circles struck me as being more or less a tedious repetition. They tell in another form the old story, viz. that poverty is due to and is aggravated by :

- (1) Environment.
- (2) Weakness of character.

Then the vicious circles are to be broken by :

- (1) Legislation.
- (2) Voluntary organisation.
- (3) Individual effort.

The book contributes little if anything fresh either by way of showing cause or suggesting remedy. We are told that relief may be of advantage, but we are assured of its danger. We are shown that poverty is provoked by malnutrition due to too little food and to badly prepared food, and also that a great proportion of the persons in actual want are so situated because of their callous wastefulness. Sweated labour is a fruitful cause of poverty, so also are high wages. This sort of reasoning, characteristic of the whole book, seems to me to lack point and precision. It certainly fails entirely to provoke inspiration.

As with the cause so with the suggested remedies. Individual effort, legislation, and voluntary organisations may help, indicates the book, but to which factor of the three the reader must look as the determining factor no lead is given.

It is true our author here and there intimates a belief that legislation and voluntary effort must fail without the personal co-operation of the individual, but he does so with so little force that the reader is left in doubt as to what opinion the book really intends to convey. A stronger, clearer, and more definitely expressed call for the individual responsibility and effort vaguely inferred would give justification for the book to

have been written; that it lacks such a call is at least a serious weakness. The general argument of the book certainly led one to expect it.

A graver weakness, I suggest, is to be found when the writer argues that crime and prostitution must follow poverty. For instance, on page 59 the author says: 'Adversity often tempts the poor man to theft or other crime, which aggravates his miserable condition. The attendant disgrace leads to loss of character and situation, to increased difficulty of earning a livelihood, and thus to recidivism. There is also a very close and reciprocal relation between unemployment and crime. How often does Satan find mischief for idle hands to do! When once acquaintance has been made with prison life, much of the terror of imprisonment disappears, and this facilitates relapse.'

In my opinion this assertion is not only unjustified and incapable of proof—it is a libel upon a great mass of the poor. In practical police-court experience it is exceedingly rare that a man or a woman is proved guilty of theft which is traceable to actual want. The poor never commit 'theft or other crime' *because* they are poor. Prisoners often allege they do so in court in order to gain the sympathy of the magistrates, but the police behind the scenes know different.

Then as to unemployment being a cause of the poor becoming chargeable to the police—I won't say criminals—few, if any, responsible police-officers would confirm the statement. On the other hand, they would state quite the contrary. When unemployed, the average British labourer is a docile, strictly law-abiding citizen—a broken man. When prosperous and earning good money, then not only the labourer, but the artisan, both relatively poor, do give the police trouble. But they never steal. Their offences, generally committed on a Saturday night, are always (very) summarily dealt with on the following Monday morning—a small fine fully fitting the crime.

Another statement to which I very strongly demur is to be found on page 103: 'The low wages earned by many self-dependent women is a strong temptation to supplement their income by immorality.' Mr. Hurry is not alone in expressing this opinion, but I am satisfied that the number of women

whose fall is due only to poverty does not justify any writer in *concluding that it is of itself a potent factor in producing professional immorality.*

May I support what I contend for by calling to my aid Mrs. Barnett, who in a letter to *The Times* of February 12, 1917, says: 'When Canon Barnett and I lived in Whitechapel I worked for some years in the Lock Wards of the Infirmary among women who had lived shameless lives. My experience showed me that broadly they might be divided into four classes:

- (1) Those who liked the life, the adventure, the excitement.
- (2) The feeble-minded.
- (3) The innocent who had been led astray.
- (4) The waverers who had taken to the profession because the way had been made easy.

It is an awful problem, and I would not dare to say that poverty is not to some extent a cause, but private investigations carried out by able and truth-seeking disinterested persons (not politicians) disagree from the conclusions of Mr. Hurry and confirm the experience of Mrs. Barnett.

Still, notwithstanding the weaknesses of the book, I should advise social workers that it is well worth reading. It presents many old truths in an attractive and novel fashion. The more experienced will find but little that is new in it, but they will be able to recommend it to beginners under direction. It is well and clearly printed, with ample spaces and margins, which make it pleasant to read.

W. E. HINCKS.

PROGRESSIVISM IN AMERICA.¹

AMERICAN political and social life will now interest us in the old country as never before. The United States have stepped out of their isolation. Their internal affairs as well as their international relations will, or should, be subjects for our close study in the future.

Mr. Croly's book is very wordy. Some of it resembles the rhetoric of the political platform, but it gives an instructive and impressive picture of the ideas, aims, and spirit of that movement of public opinion which, under the name of

¹ *Progressive Democracy.* By Herbert Croly. Macmillan (New York). 1914. 8s. 6d. net.

Progressivism, has become a great formative, if not the dominant, influence in American life.

The Progressives aim at forming a new party, but the old rival parties are determined to prevent them. The Democrats and the Republicans, realising that Progressivism as a principle of social action is rolling like a wave over the nation, have been too astute to play the part of modern Mrs. Partingtons. They have followed the course once called in England 'dishing the Whigs.' Roosevelt has raised the Progressive banner within the Republican party. Wilson, as leader of the Democrats, 'has tried to persuade the American people' that his party is peculiarly entitled 'to be the instrument of Progressivism.' The leaders of both parties are trying desperately 'to prevent Progressives from escaping from the confines of the old party system.'

There is, however, a curious difference between the conceptions of the new political gospel which prevails in the two old parties. The followers of Mr. Roosevelt 'are committed to a drastic reorganisation of the American political and economic system, to the substitution of a frank social policy for the individualism of the past, and to the realisation of this policy, if necessary, by the use of efficient governmental instruments.' President Wilson's Progressivism 'seems to be based upon the principle that the history of human liberty is the history of the restriction of governmental functions.' It 'looks in general like a revival of Jeffersonian individualism,' and that is anathema to Mr. Croly. Those who call themselves Progressives within the Democratic party are attacking the great financial trusts, calling for a downward revision of tariffs, and seeking to reduce the power of the party political machines. They aim at releasing popular political and economic energies from the restraints imposed upon them by the usurped privileges of a few. The Progressives within the Republican fold are ready to carry out a much more constructive programme, but even that is too moderate for Mr. Croly's friends who have formed a new and separate party.

Our author's description of the programme of the new party must be given in his own words, for it needs careful study. He says that the aim is 'the creation of a new

system of special privilege intended for the benefit of a wage-earning rather than a property-owning class.' Here we have a clear demand for a new form of that old system of class legislation which is inconsistent with the principles of true democratic government.

The aims of the American Progressives have a strong likeness to those schemes by which Bismarck attempted, without success, to stem the rising tide of Socialistic opinion in Germany. They resemble, too, the ninepence for fourpence legislation of one party, and the something for votes promises of another party, in their attempts to dish the Socialist parties of England.

Mr. Croly sees difficulties in the way. He owns that 'society cannot afford to treat men and women better unless the men and women deserve the better treatment,' and that the devotion of the people to the ideal of social righteousness cannot be taken for granted. The connection between that ideal and the popular will must, therefore, be created; and this creation must be the work of 'the faith which underlies Progressive democracy.'

Before the new party can really go into action it must clear the decks, and there are formidable mines which lie in the track and endanger the safety of their ship. One is the written Constitution, others are the powerful organisations of the old parties.

The fathers of the Republic who drew up the Constitution were individualists and lovers of freedom. They seem to have foreseen that a time might come when attempts would be made to pass repressive or class laws. They therefore laid down certain principles to which all future legislation should conform, and they made any alteration of the Constitution a matter of extreme difficulty. The task of deciding whether any measure which had passed through Congress was unconstitutional fell upon the judges of the Supreme Court. Realising that some Progressive proposals would certainly be violations of the existing Constitution, Mr. Croly proposes that the amending clause of the document be repealed or drastically altered. The judges, too, must be dealt with. They must be made removable by Congress, and become the obedient servants of the Progressive party when it gets into

power. His words should be carefully read—‘the common-law judge represents a social policy founded on the protection of individual rights. A judge whose essential function is the application of legal rules impartially to specific cases, and who is obliged to accept the facts as recorded by interested litigants or as determined by juries, cannot become a satisfactory or a sufficient servant of a genuinely social policy.’

Mr. Croly’s vision of future justice is the only amusing paragraph in the book, but it has a serious meaning. ‘In the past, common-law justice has been appropriately symbolised as a statuesque lady with a bandage over her eyes and a scale in her fair hands. The figurative representation of social justice would be a different kind of woman equipped with a different collection of instruments. Instead of having her eyes blindfolded, she would wear perched upon her nose a most searching and forbidding pair of spectacles, one which combined the vision of a microscope, a telescope, and a photographic camera. Instead of holding scales in her hand, she might perhaps be figured as possessing a much more homely and serviceable set of tools. She would have a hoe with which to cultivate the social garden, a watering-pot with which to refresh it, a barometer with which to measure the pressure of the social air, and the indispensable typewriter and filing cabinet with which to record the behaviour of society.’ Such a lady might be useful in her proper place, but we prefer the old symbol of legal justice.

Direct government, with the initiative, the referendum, and the recall, is to take the place of the traditional party system. It is anticipated that the adoption of these nostrums ‘will not merely protect the popular interest, but liberate the popular will—even though the popular will lacks, as much as it has lacked in the past, the impulse of positive social purposes.’

Interesting accounts are given of experiments in governing certain American municipalities by ‘Commissions,’ and there is a description of some rather daring constitutional experiments that are being tried in the State of Oregon. These are all worthy of serious study.

Mr. Croly sees that carrying out the Progressive programme will bring with it a growth of bureaucracy which

he calls 'administrative aggrandisement.' He explains the serious faults of American officialism by saying that in the past the officials have been 'temporary agents of partisan policy.' He proposes to make them 'permanent agents of the accepted policy of the State.' Yet this permanent civil servant is to be 'the custodian not merely of a particular law but of a social purpose of which the law is only a fragmentary expression. As the custodian of a certain part of the social programme, he must share the faith upon which the programme depends for its impulse. . . . Thus with all his independence he is a promoter and propagandist.' Mr. Croly seems to think that once the Progressives get into power they will remain there for ever. Otherwise, how can the position of this propagandist official be permanent?

The chapter on industrial democracy is alive and interesting. It deals with the wage system, also with the attitude of the trades unions towards those systems of efficiency which Americans have named 'scientific management.' This leads on to the syndicalist idea of the self-governing workshop. 'The workers must have the sense that they are imposing the discipline on themselves for the good of the service. They must explicitly acquiesce in the policy and have confidence in the staff wherefrom the discipline is being derived.'

We shall watch with great interest the future of all these schemes and experiments, especially as they will be affected by changes in outlook of the American people which will surely follow from their entry into that league of nations now fighting for those ideals of freedom for which the makers of the American Constitution also fought and stood.

S. JONES.

A DESCRIPTIVE STUDY.¹

MISS DE VESSELITSKY set out on an inquiry as to how far the home workers in London in two particular trades—tailoring and boxmaking—had benefited by the action of the Trade Boards in fixing minimum rates for their work.

One of the great merits of her book is, as Mr. Tawney points out in his Introduction, that the writer has never become so absorbed by the abstract question of wages as to

¹ *The Home Worker and Her Outlook.* By V. de Vesselitsky. London: G. Bell & Sons, Ltd. Price 2s. Pp. 118.

forget that the real importance of them lies in the conditions of life they make possible for the worker. One feels the inquirer never lost the freshness of her interest in the people she met, and her sympathetic relation of their experiences evokes fresh interest in the readers of them. Taking them as a whole the enforcement of a minimum rate has improved the position of home workers. This is more evident in the box-making than in the tailoring trade from the special conditions of their work: Tailoresses form a class which, as Miss de Vesselitsky states, seems made up of exceptions, and evasion of the law is as common as compliance with it. But employers and employed generally arrive at some working compromise. Though the industry as a whole has not suffered by the fixing of piece rates, homework has diminished, and this in spite of the fact that in the general speeding up of indoor work to secure the utmost return for the minimum wage the slower workers have been dismissed from the factories to join the ranks of home workers. The tendency of modern industry is to concentrate in the factory, and with improvements in machinery and methods there is less work to be given out. Tailoring has its busy seasons and retains all through the year a reserve of out-workers, and these can only be fully employed when there is a high pressure of work.

Miss de Vesselitsky has tabulated some of the results of her inquiries, and one very striking table shows the connection between the amount of the husband's income and the wife's earning capacity. It is generally agreed that one of the chief causes of homework is the underpayment or casual employment of the male breadwinner. It is not the well-to-do worker who keeps down the prices, it is the poor over-driven woman who has to work for herself, her home, and her children, who has no alternative to the acceptance of starvation wages but starvation itself, and whose greatest dread is lest her work should be taken from her. A rather pathetic fact which Miss de Vesselitsky refers to more than once is that it is almost impossible for a woman to change her grade of work. If she is naturally a fine worker she will put her fine work into whatever class of goods she is making, and when she is put on to slopwork she will stitch it as beautifully as habit has taught her, with a zeal and industry which

most emphatically do not pay, but which force her to satisfy her own standard.

The great difficulty of administering the law amongst tailoresses is the many-handed system through which the work passes from contractor to sub-contractors before reaching the actual person who does the work. Each pair of hands takes a squeeze from the profits to reward their share in the organisation of labour, and there is not much left for the worker at the end, while at the same time it is difficult to bring to book the responsible employer. At present the staff of inspectors is far too small, and it is easy for unprincipled firms to evade the law. Investigations are at present chiefly made in response to complaints, and those who suffer most are generally inarticulate. Too stringent regulations might put a stop to the employment of home workers, but Miss de Vesselitsky has some well-thought-out suggestions to offer by which home workers might be further benefited and homework continued. The book is very readable and full of life, besides being a useful contribution to the question of bettering the conditions of homework.

A. D. HARRISON.

A THEORY OF SOCIAL PROGRESS.¹

THIS is a treatise which was awarded the David A. Wells prize for the year 1914-15, and is published under the direction of the Department of Economics of Harvard University. It consists of a successive treatment of the views of modern writers which bear upon social adaptation, beginning with Auguste Comte and ending with William James and Mr. E. A. Ross. The framework is a distinction of adaptation into passive, *i.e.* non-purposeful, material and spiritual. Thus adaptation is carried beyond its biological meaning, and comes to include everything that can be done for social and individual progress.

Professor Carver's preface prepares us for a doctrine of social evolution which will have a revolutionary effect by demanding a morality in accordance with the order of nature

¹ *Social Adaptation*. By Lucius Moody Bristol, Ph.D. Pp. xii., 356. Price 8s. 6d. Harvard University Press and Oxford University Press. (Notice reprinted by permission from *Mind*.)

and of the universe—a morality of natural selection, of strength and efficiency. But nature perhaps is one thing, and the universe is another. We seem to have heard such phrases before, and we have observed that nature in the strict sense is not all there is in the universe; while, if it is not to be in the strict sense, our standard is still to seek.

The author of the treatise is a good deal more discreet than the preface writer. He is aware that the weak may convert the strong, and that the effect of example is one of the noblest modes of prevalence—was it necessary to crystallise this truth in such a word as ‘exemplification’? But in the end, after going through a miniature history of sociology, out of which there is developed a view to be called ‘social-personalism,’ we come back to this: ‘All these unities and all forms of associational life are means to the attainment of the one supreme good—the well-being of the greatest number of rational individuals, including not only the present but future generations.’ To make this anything like true, must we not parody the Benthamite ambiguity and say ‘the highest well-being of the greatest number of rational individuals’? This would leave the main question undecided, but at least not falsely closed.

Something is wanted, which might have been learned, for instance, from Nietzsche, of the imperativeness of great achievements and purposes. But when we turn to the account of Nietzsche we see that it is largely second-hand, and adopts a commonplace point of view. This is the Nemesis of these very inclusive studies; the accounts of individual writers are not very valuable, while the main thesis of the book is insufficiently worked out. I do not mean that the treatise is other than sensible and instructive.

BERNARD BOSANQUET.

The Juvenile Adult Problem. By Frederic G. D’Aeth. Pp. 10. Price 4d. Humphrey Milford.

This is a plea for more systematic attention to the social needs of boys and girls between the ages of fourteen and eighteen. Mr. D’Aeth describes the lost condition of these young people after they leave school and are thrown upon their own resources for interests outside their work. Not more than one-third to one-fourth belong to any organisation, however inadequate, and

the various clubs differ in efficiency and are quite unrelated to each other. The remedy proposed is a local institution in each district, a town being marked out into districts for the purpose. 'Legislation will be required, the services of the present boys' organisations will be wanted, claims will still be made upon the voluntary leisure of the staff of teachers, and many new workers must be forthcoming.'

Social Service Guide to Workers. Pp. 79. Price 2d. Issued by the Birmingham and Midland Brotherhood Federation, 3 New Street, Birmingham.

Handbooks of this type continue to be produced in numbers by different groups of workers. This one contains the usual summary of legislation likely to be useful to those engaged in social work, together with instructions how to form Social Service Committees in connection with Brotherhood Societies. It is more particularly intended for use in Birmingham, and seems well adapted to its purpose.

Notes on Social Work Abroad.

GERMANY.—State insurance; Officials and the public; Women in municipal work.

Whether owing to the costliness and scarcity of paper, the stringency of the censorship upon discussion and information, or to whatever other cause, the *Soziale Praxis* has dwindled in the course of the past twelvemonth to half its former bulk. Still, it compares favourably with many of our own weeklies in the value of its intelligence. An agitation has been set on foot, with the support of the Trade Societies, to induce the Reichstag to raise the amounts of allowances paid under the State insurance system by one half. At present these are no higher than in the piping times of peace. The average allowance per annum to each individual is estimated to be as follows:—In cases of infirmity, £9 4s. 3d.; of sickness, £10 2s.; of old age, £8; and of widows and orphans, £3 14s. This concession is reckoned to impose an additional expenditure of nearly £5,000,000. The total sum of deposits in the Sparkassen, or savings banks, is stated by the bank authorities to equal £125,000,000. During last November the deposits increased by £5,000,000. According to the City Treasurer of Berlin, upwards of £25,000 are paid into savings banks daily by workmen and small employees.

The *Volkswohl* has for long supported the election of women upon town councils and other local authorities. This is already

allowed by law in Württemberg, Baden, and Hesse. Can the national gratitude for the self-sacrificing co-operation of women in war charities find better expression, it asks, than in recognising their equality in the various departments of public assistance? Germany as a whole, however, appears to move but slowly in this direction, since even where women are placed on public bodies they are frequently conceded only a consultative voice. Under the title of 'Verband der Sozialbeamtinnen,' a number of feminine social workers in Berlin have recently grouped themselves into an association which it is intended shall eventually include all women in this class of occupation. At least three years' practical experience is required as a qualification for membership. From the use of the word 'Angestellte,' and from the fact that one of the functions of the new society is to act as an employment bureau, it would appear that it is open to salaried workers only.

The Finance Ministry is proposing new taxation on coal, and also upon travelling and transport. The latter will, the *Volkswohl* argues, raise the price to the consumer of all sorts of necessities, and as to taxing coal, it is next door to taxing bread. It urges, in place of these taxes on necessities, a much heavier taxation of motor-cars *de luxe* and prime Rhine wines. It mentions that a thousand-litre butt of 1915 Pfalz wine lately fetched £2,600.

The *Soziale Praxis*, in exhorting to the cultivation of urbanity in social and business intercourse, has some caustic reflections to make on the contrary policy, adopted by the 'schnippische Ladenmamsell' (saucy shopgirl) of the War period. After the War accounts will have to be settled with her. But much more serious is the pose adopted towards the public by some of the numerous official class, because it embitters the masses against the 'Obrigkeit' (authorities). So much the more is the action of the burgo-master of Strasburg, a city which is held, the *Soziale Praxis* tells us, in high estimation for its social amenities in other parts of Germany, to be applauded. He has instructed all the departments under his control to admonish their staff to observe a civil attitude towards the public, since such behaviour helps to reconcile the latter to the unavoidable inconveniences of the present time. These directions are only an echo of a hint of a similar character to the police and other State services dropped by the Minister of the Interior himself in the Prussian Lower House some weeks ago, when events in Russia were casting their shadows in advance.

Demands for further concessions are being addressed by the miners' trade unions to the Prussian Government. One is that wages for overtime and bonuses, either to meet war prices or

on account of large families, shall no longer be included as taxable income. They also propose a reform of the overtime system itself. They allege that the average number of shifts worked per man in three months has risen from seventy-seven in the second quarter of 1914 to eighty-nine in the third quarter of 1916, but that, as a number of the men, owing in part to inadequate nourishment, cannot work such long hours, the rest are putting in thirty-five to forty-eight shifts a month. They ask therefore that all overtime should be paid 30 per cent., and Sunday work 60 per cent., above the current rate, while at the same time the length of overtime worked in one month by one man shall not exceed in number of hours the length of four ordinary shifts. The coal-owners' federation alleges that the average wage (apparently per daily shift) for the total number employed, including youths, women, and unskilled labourers, has risen from 5*s.* before the war to 7*s.* at the present time, and that wages in the first class are now 9*s.* Various partial and departmental strikes in Krupp's works, chiefly by women, are recorded by the *Soziale Praxis*, which also describes the position in the dockyards as serious, since discontent is seething among the workmen. Recognition of their trade unions appears to be involved, always a sore point—perhaps the sorest—in labour disputes. Owing, no doubt, to military requirements, the supply of male labour at the beginning of the year was much below the demand, while that of female labour somewhat exceeded it.

The Chancellor's much-discussed speech foreshadowing political reforms, pronounced three days after the outbreak of the Russian Revolution, is quoted *verbatim* in the *Soziale Praxis*, which hails it with enthusiasm as paving the way for the extension to the Prussian working class of equal political and personal rights with the rest of the population. That liberal organ looks forward to the dawn of a new era of inter-class co-operation for social reform in a new Germany—after the war of course.

Proceedings of Council.

AN ordinary meeting of Council took place at Denison House on Monday, March 26, 1917, at 4.30 P.M., Sir Charles Nicholson, Bart., M.P., in the chair.

There were present:—

BATTERSEA:—Miss Leather.
 BERMONDSEY:—Miss Armstrong.
 BETHNAL GREEN:—Miss Sandys.
 BRIXTON:—T. Warren Crosse.
 CHELSEA:—Mrs. Curteis, Miss Loring.

CLAPHAM:—Rev. J. B. Sharp, Miss Arch.
 DEPTFORD:—Miss Marchant.
 FINSBURY:—Miss Lonsdale, Miss Hodgson.
 HACKNEY AND STOKE NEWINGTON:—Mrs. Weber.

HAMMERSMITH:—Miss Bryan, Mrs.
Pantin, J. M. Currie.
ISLINGTON:—Miss Kent, Miss Levy.
KENSINGTON:—Sir Lawrence Jones, Bart.
LAMBETH:—Dr. Elcum, Miss H. M. Hill,
Miss Locket.
LEWISHAM:—Miss Goody.
NEWINGTON:—Miss Ashe.
PADDINGTON:—Miss Barnard, Miss
Humphry.
POPLAR:—Miss Boswell.
ST. GEORGE'S, HANOVER SQUARE:—Miss
Cory, Hon. Mrs. Vickers, Miss Hussey.
ST. JAMES' AND SOHO:—Miss Alder, Miss
Hornby.
NORTH ST. PANCRAS:—Miss Stewart,
Miss Davidson.
SHOREDITCH:—Miss Vaughan.
ST. SAVIOUR'S:—Miss Townsend.
STEPNEY AND MILE END:—John Tennant,
Lady Jones.
SYDENHAM:—Miss Mason.
WANDSWORTH:—T. Hennell.
VAUXHALL:—Mrs. Pearce, Sir L. Hare,
Miss Ker.
WHITECHAPEL:—J. Parsons, Miss Bour-
dillon.
TREASURER:—G. T. Pilcher.

ADDITIONAL MEMBERS:—A. M. M.
Crichton, J. R. Roxburgh, Miss
Broadbent, Mrs. Mylne, Sir W.
Chance, Bart.
INVALID CHILDREN'S AID ASSOCIATION:—
Mrs. Munro.
METROPOLITAN ASSOCIATION FOR BEFRIEND-
ING YOUNG SERVANTS:—S. J. Douglas.
ASSOCIATION OF WOMEN HOUSING
WORKERS:—Miss Dickin.
SOCIETY OF ST. VINCENT DE PAUL:—C.
Sibeth.
TOTAL:—55.
SECRETARY:—Rev. J. C. Pringle.
VISITORS:—H. L. Burney, Miss Kenna-
way, Miss Richardson, Miss Hart, Miss
Jeffery, Mrs. Bethell, Miss Bartlett,
Miss K. G. Lonsdale, Miss E. Wardlaw
Ramsay, Miss Warren, Miss Carey,
Miss Worship, Miss E. H. Lubbock,
Miss Moor-Smith, Miss Kenrick, Miss
Thompson, Miss Hall, W. Hollis,
Miss Hatton, H. L. Woolcombe, Miss
Nixon, Miss I. N. Hill, Miss Gordon,
Miss Fisher, E. A. H. Jay, Miss
Clarke, Miss Moore, Mrs. Smyth, Miss
Morris, Miss Miller.

ADDITIONAL MEMBERS.

It was reported that Miss Tothill, of Bristol, had resigned her position as an additional member of the Council. Mrs. Finch, of Newcastle, was, on the motion of Mr. Roxburgh, seconded by Mr. Tennant, elected in her place.

NATIONAL SERVICE.

Miss Lonsdale read a report on the National Service performed by members of the staff of the Society, as shown in the replies from District Committees to the circular issued by the Administrative Committee.

The Chairman (Sir Charles Nicholson) said what Miss Lonsdale said was borne out by his personal experience in North St. Pancras, where he had helped the S.S.F.A. early in the war. He had also taken Mr. Barnes, M.P. (now Pensions Minister), to a local S.S.F.A. office, and when he left Mr. Barnes said he would never again say anything against S.S.F.A. or C.O.C., and he has kept his word. He hoped C.O.S. members serving on W.P. Committees would take the opportunities now afforded them of removing prejudice in a similar manner.

PROPAGANDA SUB-COMMITTEE.

Mrs. Curteis, Vice-Chairman of Propaganda Sub-Committee, read Lord Sanderson's account of the work of that Committee during 1916, owing to his unavoidable absence at a Committee at the House of Lords.

It was moved by Mr. Tennant, seconded by Lady Jones, and agreed to, that Lord Sanderson be thanked for drawing up the statement.

HOUSING CONDITIONS.

The Secretary read Mrs. Bosanquet's paper on Housing Conditions in London, which was very highly appreciated.

Mr. Parsons moved, and Mrs. Curteis seconded him, that the Administrative Committee be asked to fix a date for a discussion of the paper.

The Council adjourned.

AN ordinary meeting of Council took place at Denison House on Monday, April 23, 1917, at 4.30 p.m., Sir Charles Nicholson, Bart., M.P., and subsequently Mr. John Tennant, in the chair.

There were present:—

BATTERSEA:—Miss Blair, Miss Darby.
BERMONDSEY:—Miss Armstrong.
Brixton:—Miss Mason, T. Warren Crosse.
CAMBERWELL:—Miss Bannerman.
CHELSEA:—Mrs. Curteis.
CLAPHAM:—Miss M. H. Pollock.
DEPTFORD:—Miss Marchant.
DULWICH:—Dudley Pontifex.
FULHAM:—Miss Sterndale Bennett.
GREENWICH:—Rev. F. J. Tackley.
HACKNEY AND STOKE NEWINGTON:—Mrs. Weber, Miss E. F. Smith, Mrs. Hem-brow.
HAMMERSMITH:—Miss Bryan, J. M. Currie.
HOLLOWAY:—Miss Field, Miss E. F. Bray.
KENSINGTON:—Mrs. Stewart Anstruther, Sir Lawrence Jones, Bart.
LAMBETH:—Miss H. M. Hill, Dr. Elcum.
LEWISHAM:—Miss Goody.
NEWINGTON:—Miss Ashe, Rev. J. C. Morris.
PADDINGTON:—Miss A. M. Humphry, J. H. Goodden.
ST. GEORGE'S, HANOVER SQUARE:—Miss E. H. Lubbock, Hon. Mrs. Vickers.

ST. MARLEBONE:—Miss M. M. Smith.
ST. SAVIOUR'S:—Miss Elliott.
SHOREDITCH:—Miss Vaughan, Miss Plews.
SOUTH ST. PANCRAS:—Miss Neville, Mrs. Wilde, Mrs. Philipson, Rev. C. F. Rogers.
STEENEY AND MILE END:—Lady Jones.
VAUXHALL:—Sir Lancelot Hare, K.C.S.I., Mrs. Pearce, Miss Ker.
WANDSWORTH:—T. Hennell.
WHITECHAPEL:—Miss Bourdillon, Miss Montgomerie.
ADDITIONAL MEMBERS:—A. M. Crichton, Mrs. Mylne, Edward Bond, Lady Mary Trefusis.
REFORMATORY AND REFUGE UNION:—Mrs. Mure.
TOTAL:—51.
SECRETARY:—Rev. J. C. Pringle.
VISITORS:—Miss Noel Hill, Miss Bartlett, Miss Jeffery, Miss Worsfold, Miss Thompson, E. B. Tufnell, Miss Hatton, Miss I. N. Hill, Miss Carey, Miss Kenrick, Miss Ferard, Miss Cope, Miss Kennaway.

CORRESPONDENCE.

Letters were read:

From Mrs. Finch, acknowledging her election as Provincial Additional Member of Council.

From Miss Bourdillon, announcing the death of Miss Chichester.

Miss Bourdillon made a statement as to Miss Chichester's twenty-five years' service as Hon. Pension Secretary at Whitechapel, and the great loss her death meant.

CRIMINAL LAW AMENDMENT BILL.

Some discussion took place, in which Miss Edith Neville, Miss Mason, Mr. Tennant, Miss Elliott, and Lady Jones took part. Miss Mason also read several memoranda.

Miss Neville moved, and Mr. Tennant seconded, a motion that the Council recommend raising the age of consent to seventeen. This was carried *nem. con.*

HACKNEY, DALSTON, AND STOKE NEWINGTON.

Recommendations of the Administrative Committee were unanimously adopted:

(1) That the amalgamation of the Hackney and Dalston Committees be approved.

(2) That a Joint Organising Committee for the Boroughs of

Hackney and Stoke Newington, now established, be approved, and that, in accordance with Rule VII., this Committee send four representatives to Council.

ISLINGTON AND HOLLOWAY.

A recommendation of the Administrative Committee was unanimously adopted :

(3) That the Islington Committee take over for the period of the War the whole work of the Holloway office (except existing pension cases and savings bank)—members of the Holloway Committee to sit with the Islington Committee. The Holloway office to be kept open; its banking account to be maintained, and—in a form to be agreed—its existing cases financed. The Committee to maintain its general fund, making from it, if desired, such contributions to the Islington Committee as may be possible and agreed upon.

ST. SAVIOUR'S AND NEWINGTON.

It was reported that :

(4) Arrangements are being made by the Newington and St. Saviour's Committees to carry on the work of the Society in the Borough of Southwark as one Committee using one office.

MRS. BOSANQUET'S PAPER ON 'HOUSING CONDITIONS IN LONDON.'

The Secretary read letters from Lord Dunluce, Mr. James Parsons, the Rev. T. Varney, and Sir Arthur Clay. The Chairman then called upon Miss Jeffery (Woman Housing Workers). She advocated a general social welfare scheme in connection with housing, and drastic measures against vermin.

Dr. Schuster said a vital factor was the manner of electing Borough Councils. Many councillors were indifferent, and many hostile to exercising powers. Again, the present law was very difficult to understand and very difficult to work. It could be simplified, and ought to be more widely known. The C.O.S. should start a Committee to collect information and work out a popular exposition of the law. There was a vast amount to be done apart from legislation and the action of public authorities, but, if these latter were definitely helpful, social workers would be much encouraged.

Mr. Edward Bond, Chairman of East End Dwellings Company, said their experience included taking over blocks from landlords, sites cleared by L.C.C., and demolition and rebuilding. They had paid a 5 per cent. dividend from the beginning on ordinary and 4 per cent. on preference stock. They had had money from Public Loans Fund at $3\frac{1}{2}$ per cent., and had repaid most of it. In regard to rehousing, it seemed to him extraordinary that Parliament did not understand that in the time which elapses between demolition and rebuilding the former occupants go elsewhere and do not necessarily wish to return. Ordinary progress involved putting *better* houses on the sites, and this meant higher rents. He referred to the conditions under which the L.C.C. had to work when they built dwellings, with the result that no really poor people got into these dwellings. The result was that they had done nothing to house the very poor. The East-end Dwellings Company claimed to have

housed some of the very poor, but they did not go in for the fine appearance of L.C.C. dwellings. The Company included two-room tenements, but that prevented their housing poor people with large families. He held with Mrs. Bosanquet and Mr. Bernard Holland that the housing of the people of London had made very considerable progress since Lord Shaftesbury's time. There was no hop, skip, and jump into a housing Utopia. All should look out for unfit habitations and 'rabbit warrens,' and see what could be done on Miss O. Hill's plans, or report to local authority. Compensation for demolition was generally unreasonably high, and no way of meeting this trouble had been found. The cost of building had risen to a level which made it impossible to build houses to let at low rentals and get any return upon the money invested in them. Building by-laws were not always reasonable. Legislation against almost any raising of rents militated against building. The tide of public opinion in favour of action and the interest in social crusades led him to hope that one day Londoners would be housed as all desired they should be housed.

Mr. Crichton said his Borough Council had tried building dwellings, but had regretted it, as there was a deficiency on the income to be met every year. People who were happy and healthy hated being turned out merely to conform to a sanitary by-law.

The Chairman (Mr. Tennant) held that no doubt the great problem was that of the large family. He remembered in his youth a well-known Q.C. who had been brought up under conditions of gross overcrowding, but without departure from the conditions required by health and decency.

The meeting adjourned at 5.50.

SUPPLEMENT

TO THE

Charity Organisation Review.

MAY 1917.

The Library.

Those who are engaged in the study of social work are finding more every day that the lives of the people are conditioned by intricate Acts of Parliament and the visits of inspectors. It is now a necessity for them to be able to obtain the use or possession of reports, books, and pamphlets, official and unofficial, informing them what these Acts are, who these inspectors are, how they are working, and what their own attitude or co-operation should be. If you are among the number of such students, you are probably feeling more and more the need of someone to whom you can write a postcard, or telephone, stating your query, and who will lend you or order for you exactly the book or paper you require. The Librarian of the C.O.S. at Denison House, 296 Vauxhall Bridge Road (telephone Victoria 871), is prepared to render you this service. Very often the paper or report you want only costs a few pence, yet it means for you an afternoon wasted on a journey to a publisher—a journey not unfrequently without result, since those firms do not keep on the premises expert advisers on such matters, and can only supply purchasers who know the number, date, and title of the document they require. The Librarian at the C.O.S. will order the proper publication to be posted to you with a note of your indebtedness. When a book in the Library is likely to help you he will inform you of the same, and, should you be unable to consult it here, would post it to you on loan for a definite period, charging you only with the cost of postage.

N.B.—The Society would be very grateful for any useful books which readers may care to present to the Library. It is doubtless well known that no charge is made for the use of the Library, and there is no fund available for the purchase of books.

Library of the Council.

The following publications have been received for the Library during the past month :—

The Survey, New York C.O.S. March 10, 17, 24, 31, 1917.

The Queensland Industrial Gazette. January, February, 1917.

British Journal of Inebriety. April 1917.

- Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. February 22, March 1, 8, 15, 22, 29, April 5, 1917.
 Copartnership Journal. March, April, 1917.
 Bulletin des Sociétés de Secours Mutuels. Paris. January-February 1917.
 Volkswohl. Dresden. February 22, March 1, 8, 15, 1917.
 Board of Trade Gazette. April 1917.
 Charity Organisation Reporters and Reviews, presented by N. Masterman, Esq.
 Revue des Etablissements de Bienfaisance et d'Assistance. Paris. January, February, 1917.
 Bollettino dell' Ufficio del Lavoro. Roma. September-October, 1916.
 Various Reports presented by the Right Hon. Lord Sanderson.
 La Revue Philanthropique. Paris. April 1917.
 Board of Trade Labour Gazette. March 1917.
 Annual Report of the Cape Peninsula C.O.S. 1915-16.

Provincial.

WORTHING.—Inquiries should be addressed to Miss Alice M. Lee, care of Capital and Counties Bank, Worthing.

Notice.

In-patient Letters of Admission to the Royal Sea-Bathing Hospital, Margate, will be very acceptable at the Central Office of the C.O.S., Denison House, Vauxhall Bridge Road, S.W.

HOSPITAL LETTERS have been received from: Dr. Paget Toynbee, Lady Gertrude Rolle, Leicester C.O.S., Mrs. N. Graham, Kilburn Committee of Assistance, Herbert J. Jeffery, Esq., Lewisham Committee.

THE Charity Organisation Review.

No. 246.—NEW SERIES,

JUNE 1917.

Price 6d.

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Editorial Notes.

DR. NEWSHOLME'S Report on Infant Mortality 1915-16 [Cd. 8496] is a model of what such reports should be. It recognises that the responsibility for the actual work must lie with local agencies, and aims at giving these information and suggestions which may make their work effective; and this it does by no cut-and-dried formal statistics repeated from year to year, with the least possible change to disturb the printed page, but by investigations in special areas and of special conditions, illustrated by comparative tables, maps and diagrams. 'The immediate object of this Report is to set out the facts. It is for the council of each local authority and their medical officer of health to search out the local causes and conditions of excessive child mortality, and to adopt the measures needed to stop their continuance.' The concluding chapter contains a summary of activities in maternity and child welfare work, both those already existing and of further activities which would conduce to life-saving, and sets out the minimum conditions requisite to the needs of health.

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* * *

Dr. Newsholme has a strong opinion about the theory that maternal ignorance is a chief factor in the causation of excessive child mortality. 'It is a comfortable doctrine for the

well-to-do person to adopt, and it goes far to relieve his conscience in the contemplation of excessive suffering and mortality among the poor.' We think this dictum shows either prejudice or ignorance of the workings of the conscience of the 'well-to-do'; but we are quite prepared to believe that the average ignorance of the working-class mother with respect to babies is not much greater than that of other mothers. Her great disadvantages lie (1) in having less time to devote to her child, (2) in an inadequate supply of pure milk, (3) in fewer facilities for good nursing and medical attendance, (4) in a less sanitary environment. Against these must be set the one advantage that 'in the essential duty of breast feeding the infants of the poor are better served than those of the well-to-do.'

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* * *

That poverty 'in towns' undoubtedly favours excessive child mortality Dr. Newsholme is clear. 'Child mortality is high among the poor and low among the well-to-do. It is highest in the poorest wards in any given town and in the poorest parts of a given ward.' He is also clear that 'Poverty is a complex phenomenon, varying in composition in different experiences. To speak of its abolition by the direct application of money as the most efficient means for reducing child mortality is as unscientific as to study the properties of oxygen exclusively in a chemical compound containing oxygen along with other elements. Poverty in one instance may be due to insufficient earnings of the parents, and then additional money or its equivalent is required. Poverty may also be caused by intemperance or gambling or improvidence. Here the giving of money may intensify the evil; though even here assistance for the victims of parental misconduct cannot be withheld, although the reform of the parent is not secured.' We would suggest as a subject for some future investigation the question how far the victims can be effectively assisted unless the reform of the parent is secured.

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* * *

The difficulty of enforcing social measures by Act of Parliament has been illustrated by a recent Report of the Assessment Committee to the Birmingham Board of Guardians. A large number of landlords had been said to have increased

their rentals, and a canvass was made in June last of all dwelling-houses under £20 rateable value within the parish of Birmingham. It was found that the rent had been increased in no less than 60,755 houses to a total amount of £35,826. The result has been a new valuation, giving a large increase in rateable value; but the question suggests itself whether the right result would not have been the restoration of the rents to their original levels. It would be interesting to know whether similar evasions of the Rents Restriction Act have been taking place elsewhere.

*
* * *

The following notes on the Housing Question were contributed by Mr. Parsons, for twenty years a Director of Dwellings, to the discussion by Council on April 23: 'The growth of a more vigorous public opinion is vital, especially if directed to a stricter and more even administration of the sanitary laws and to preventing the election on Borough Councils of those whose influence tends to the weakening rather than the strengthening of sanitary administration. As regards overcrowding there is difficulty owing to the poverty of occupiers. Tenants, however, not infrequently can be persuaded to enlarge their accommodation by economies in other directions. It must moreover be remembered that an overcrowded tenement where fresh air is welcome may be less injurious to health than one not technically overcrowded from which fresh air is industriously excluded. A sanitary sense is growing, helped by the movement to combat tuberculosis.'

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* * *

'The growth in public opinion, as a second point, may increase the sense of responsibility in owners of house property for its management. . . . "Special areas" work, moreover, should be pressed forward; i.e., the concentration on the improvement of particular areas of all the forces, proprietary, legal, and voluntary, which can be brought to bear on it. Whatever can be done in these various ways there will be great need for new houses. The increase in the facilities for locomotion are helpful in making suburban sites available for city wage-earners. It seems likely that the Government will undertake housing reform in ways not yet specified. It is of the utmost importance that Government schemes should

not prejudice building by voluntary enterprise. All schemes, therefore . . . should be self-supporting—i.e., yield a fair net return on the capital employed. The great difficulty in securing such a return is the high cost of building. To reduce this cost the efficiency of labour needs to be increased. Some of the speeding up of industry under the spur of war is wanted in the peaceful trade of house-building. Building regulations, moreover, should not be too stringent. There should be more elasticity within the limits set by considerations of health.'

* *

The Rev. T. Varney, writing on the same subject from South West Ham, suggests first that many pensioners might with advantage be moved into the country, and continues : 'Whilst truly grateful to the "Port of London Authority" for the first instalment of improved housing on the lines of a Garden Colony in South West Ham, we deeply regret that the rebuilding of the wrecked houses (on the scene of the recent explosion) by the Government is only proceeding, probably at great expense, by the mere repairing of the old "rabbit hutches."'

* *

MSS. intended for publication should reach the Editor by the end of the month.

Social Organisation.¹

By the social organisation of a community I mean the laws, habits, and customs which govern the relation of citizens to each other and to the State, and it is clear that a war on such a scale as that we are now waging must profoundly affect these relations, especially those of the citizen to the State.

'War,' as J. J. Rousseau says in the *Contrat Social*, 'is not at all a relation between man and man, but between State and State; each State can only have as its enemies other States and not men, and between things of diverse nature there can be no real relation.'²

¹ An address given at 84 Eaton Square, April 25.

² *Contrat Social*, livre i, ch. iv.

It is indeed obvious that to make war effective the nation must act as a whole, and the lives and activities of its citizens must for the time be entirely subordinated to the requirements of the State. In the Army this suppression of individuality is at all times necessary, and when, as now, the conflict involves the very existence of the nation, the same necessity applies with equal force to the civilian population.

In this country, protected as it is by our splendid Fleet from the horrors of warfare upon our own soil, our people were slow to realise this inevitable consequence of the War, but the progress of hostilities has gradually convinced a liberty-loving nation that individualism must temporarily give place to collectivism, and we have seen how, when at last this was fully recognised, the liberty of the individual citizen has been increasingly restricted. It speaks well, I think, for the common sense of our people that they have readily and cheerfully submitted to restrictions so obnoxious to their traditions and habits.

The result is that our social organisation, based upon liberty, has been thrown into the melting-pot, and when at last the War is over our first business will be to reconstruct the shattered fabric of society; the most pressing need now is to take thought in time, so that this reconstruction may be on sound lines.

We may be sure that the new structure will differ from the old, and I think we shall all agree that there was much room for improvement. The evils engendered by long years of peace and prosperity have become more and more apparent, but the difficulties in the way of effecting any real reform in normal times are almost insuperable. It is therefore some set-off to the destruction and misery caused by this terrible War that it has given us an opportunity for setting our house in order. It is devoutly to be hoped that good use will be made of it.

In all building construction the first object is to secure a sound foundation, and in rebuilding our social system the basis on which it is to stand is likewise the first and most vital consideration. It is somewhat disquieting to note how completely this point is ignored in the numerous schemes for reconstruction after the War which are being produced. It is

difficult to say whether this omission is due to mere forgetfulness or to a conviction that the liberty which from time immemorial has been the birthright of our people and the basis of our social organisation is so firmly established as to need no protection. If the former reason is correct it is high time that public attention should be called to the subject, but if the latter is the cause for the neglect I have referred to I fear we are living in a fool's paradise even more dangerous in its possible consequences than our former delusive confidence in the continuance of peace.

If, as seems possible, the issue is evaded, if we proceed with social reconstruction without facing and deciding the question whether the basis of that reconstruction is to continue to be, in the future as in the past, 'liberty,' we may some day wake up to find that we have unwittingly bartered our birthright for a mass of bureaucratic pottage.

We are fighting this great War to preserve the independence and the liberty of small nations, and it would be strange if the result of our victory were to be the destruction of the liberties of our own people. I venture to think that there are cogent reasons why it would be unsafe to assume that such a catastrophe is impossible.

As we know, there is a party in this country who put their faith in State Socialism as being the most desirable form of government, and who flatter themselves that State control during the War has given what, in their opinion, is convincing evidence of the advantages of the theory they advocate. That this view is a superficial one and ignores the real cause of our success will, I fear, be no bar to an active propaganda in its favour. We cannot feel sure that the people generally will detect its fallacious character, or that they will recognise the glaring *non sequitur* involved in the underlying assumption that, because a violent expedient to meet a great emergency in national life has been successfully adopted, it will be equally beneficial in normal times. It must be remembered also that State Socialists will find many allies in conducting their campaign against liberty.

There are many people who neither know nor care anything about social theories, but who, for various reasons, would welcome the continuance and even the extension of the State

control now in force. For instance, recent social legislation has created a large class of persons who receive State aid without the unpleasant restrictions which accompany relief under the Poor Law, and without any demand being made upon them for personal effort in return for the assistance they receive. These people (who belong to a class which cannot be expected to recognise the social danger of assistance so given) will quite naturally welcome the extension of a policy productive of such agreeable results, and although they have not much direct political power, indirectly they have very considerable influence, owing to the popularity of eleemosynary legislation and the consequent opportunity it affords for ambitious politicians.

Legislation of this character requires a large number of officials to administer it, and since employment by the State has many attractions it can hardly be expected that they would welcome any proposal for a reduction of State control which would involve the loss of their official position.

The extension of bureaucratic interference with private life due to the War has added enormously to the number of the employees of the State, and although many of these will no doubt return to private employment after the War, there will remain a large residuum who will be anxious to retain their posts, and who will form a large and politically influential body who will have a direct personal interest in the continuance of State control after the War.

Again, there are a great number of people who take an active part in work for the improvement of social conditions, and who are often so much discouraged by the reluctance of the poor to be improved that they would welcome the extension of bureaucracy as an aid in making their reformatory work more effective.

Then there is the numerous class of wealthy people who themselves take no active part in social work, but who are very sympathetic with distress and very ready to spend freely in relieving it. To most of these people Socialism is a word of little meaning—they have never suffered, at any rate not before the War, from irksome restrictions of their own personal liberty, and have no idea what the extension of bureaucratic control would imply for them. But of all the

influences which menace the cause of liberty perhaps that which is most to be feared is the apathy of persons who, if they once realised that this cause was in danger, would strenuously defend it. These people probably constitute the vast majority of the nation, and their indifference is due, not to any want of appreciation of the blessing of liberty, but to the feeling of blind security which the immemorial and undisputed possession of a priceless heritage engenders in the minds of its possessors. It is owing to the prevalence of this apathy that the continual development of bureaucracy in the years before the War aroused so little comment or apprehension. The same reason probably explains the absence of any reference to liberty in the schemes for after-war reconstruction.

Public opinion is like a pendulum in constant motion. By the middle of last century it had reached the limit of its movement in favour of the freedom of private life from State interference; by 1875 the downward swing had gathered way, by 1914 it had swung far in the opposite direction, and scarcely a day passed without a demand for State assistance in some form or another, which would involve more or less control of the lives and activities of the people.

Political action responds quickly to public opinion, and the demand for State assistance found expression in the eleemosynary legislation to which I have referred, and latterly (after the War began) in the transfer of great industries from private to State control. In both cases these measures have been received by the public with full acquiescence. As I have said, the strong common sense of our people has caused them to recognise the necessity for exceptional measures during the War—a necessity which justifies, for the time, the State control of industries; but even so the silence as to the need for their restitution at the earliest possible moment when the emergency is over is ominous. The apprehension thus aroused is intensified when we are told that one of the members of the Committee appointed by the Government to consider the question of reconstruction after the War is Mrs. Sidney Webb, a lady whose ability is widely recognised, but who is chiefly known as an ardent advocate for the substitution of bureaucratic government for personal liberty as the basis of our social system.

I am quite aware that the mere suggestion that this country will ever submit to the imposition of such a system is likely to be scouted as an idle dream. I only wish I could share this confidence; but if those who disbelieve in the danger will consider the energy and the ability of the advocates of State Socialism or bureaucratic government and the forces which consciously and unconsciously are assisting their efforts, if also they will consider how stealthy is the progress of the movement, and how, before the War, bureaucracy was slowly but surely tightening its grip upon the nation without exciting alarm, I feel sure they will admit that there is real ground for apprehension on the part of all who value 'liberty.'

Apart from the various antagonistic influences to which I have referred, I think the cause of liberty suffers from a general lack of appreciation of what personal freedom implies, and of its action as a force which makes for social progress.

To State Socialists the word 'liberty' appears to be considered as being synonymous with 'licence,' and although they might admit as an abstract theory that self-control is preferable to official control, they refuse to believe that the development of self-control can be relied upon for the promotion of social advance. In justification of this opinion they point to the obvious evils of our social life, and assert that so long as people are left free to follow their own devices these evils will continue and increase. On this premiss they argue that in the interest of the nation as a whole it is necessary that the lives and activities of its citizens should be controlled, and that this control can only be exercised by the State.

On the other side, advocates of 'liberty' urge that, human nature being what it is, it is Utopian to imagine that evil can be eradicated under any form of social system. They maintain that true social advance can only come from the improvement of the individuals who form the community, and that this improvement cannot be secured from the outside by Act of Parliament.

Holding this opinion, they assert that the object of social organisation should be to provide the most favourable *milieu* possible for the encouragement of self-improvement.

Natural conditions provide a school in which character

is formed by the effort everyone is called upon to make in order to cope with the difficulties of existence. The effect of this teaching is to develop self-control, independence, and initiative.

The more people who profit by the lesson and in whom these qualities are developed the better it is for the community to which they belong, and the more certain and rapid is its advance. That form of social organisation, therefore, is best which is best suited to encourage this process.

It is clear that to attain this object the basis of the social system must be personal liberty. If the control of their own lives and actions were transferred from individuals to the State, the wholesome effect of the natural conditions to which I have referred would be nullified, and it is clear that legislation which tends to relieve any class or classes of the people from the difficulties and responsibilities of life must teach them to rely, not upon themselves, but upon others, and *pro tanto* will interfere with the development of their character, and consequently with social improvement. The steady advance made in recent times by this country, not only in material comfort, but also in the ethical sense of the word 'civilisation,' is evidence that our system of organisation is favourable to social improvement, and the conduct of our people both as civilians and as soldiers under the supreme test of war is a splendid testimony to its efficacy.

Would it not be madness to jettison a system supported by *a priori* reasoning, and justified by such success in practice, and to substitute one based upon theory which, so far as it has ever been tested, has been shown to be hopelessly impracticable?

Change in the motives that direct human conduct is extremely slow, and one of the dangers that menace liberty as the basis of social organisation is the impatience of ardent reformers at the slow rate of progress under its auspices.

It is easy to understand the belief that social advance can be accelerated by legislation, and many experiments in this direction have been made lately. Until the pendulum of public opinion swings back again, as it inevitably will before long, or until the evil effect of ill-considered social legislation becomes too apparent to be ignored, we must expect to see

the attempt to cure all social evils by Act of Parliament persevered in. I say 'all,' because in our complex society there is much that can and ought to be done by the State to facilitate progress without undue interference with the liberty of the people. The misfortune is that, in devising social legislation, our legislators appear to ignore the essential difference between Acts of Parliament which tend to diminish personal responsibility and independence and those which have no such effect. Thus, in the recent eleemosynary legislation to which I have referred, the question of its effect upon the character and independence of the people affected by it was completely ignored.

It is only recently that this menace to the liberties of the poorer classes of the population has reappeared.

In the later years of the eighteenth and in the early part of the nineteenth century unwise administration of relief had caused demoralisation amongst agricultural labourers, so great as to become a serious national danger. So long as this experience remained in the memory of the public eleemosynary legislation was carefully avoided, and State relief was given under the restrictions imposed by the amended Poor-Law Act of 1834. But as time went on this lesson gradually faded from the public mind; by 1875 it had been entirely forgotten, and the idea that the evils of poverty can be cured by the distribution of State alms revived in full vigour.

But although for many years after 1834 public relief was restricted, there still existed a standing temptation to persons in distress. This was due to the great sums of money distributed in charity, often in such a way as to be a deterrent from, rather than encouragement to, personal effort. The existence and constant growth of this danger was very widely recognised by the middle of last century, and many efforts were made to combat it. It was principally with this object that the C.O.S. was established in 1869. The general purpose of this Society is the improvement of the condition of the people, and foremost amongst the methods adopted for furthering this object is the 'encouragement in the people of the spirit of independence and the sense of duty.' Translated into practice, this ideal takes the form of helping people to help themselves, and, shortly stated, the system when deal-

ing with a case of distress is to relieve the immediate need adequately, and to devise a plan by means of which (assuming the person in distress to be physically capable) he or she may be assisted to regain economic independence.

For success two conditions are necessary : first, the active and willing co-operation of the person assisted ; and secondly, a sufficient knowledge of his or her circumstances, antecedents, and capabilities. To obtain this careful inquiries are needed, and to people unacquainted with the reason for making them these inquiries appear to be inquisitorial and vexatious. Such a feeling—which is quite intelligible—to a great extent accounts for what I venture to call the undeserved unpopularity from which the work of the Society has suffered ; but now that a fuller comprehension of the snares and dangers which beset the giving of relief has become more general, this obstacle to the progress of the Society is passing away.

It will be seen that in thus acting the Society in its own sphere is giving practical effect to the theory that the improvement of social conditions is to be attained by the improvement of individuals, and makes use of the assistance of distress as a means for eliciting the better qualities of the person assisted and for strengthening his character. When successful (and the records of the Society show how often this is the case) the gain to the community is obvious. The person assisted ceases to be a burden on his fellow-citizens. In rowing language, he ceases ‘to be a passenger and pulls his own weight.’ The essential point of the system is the demand which is made upon character. If, instead of being called on to make efforts to assist himself, all that a person in distress need do is to throw up the sponge and to shift his burden on to the shoulders of others, the result of the help he receives clearly tends rather to the weakening than to the strengthening of his character.

I have referred specially to this one amongst the many activities of the Society in order to show that there is a large body of persons, experienced in social work, who recognise the importance of preserving the character and the independence of the people, and who for many years have endeavoured to encourage and protect this independence in that class which is the most exposed to temptations to surrender it.

The system I have briefly described is more adequately dealt with in a leaflet by Miss Lawrence, copies of which are in the room for distribution.

It is clear that the general character of social organisation will be determined by the basis upon which it is built, and I have endeavoured to show that whilst there can be no doubt about the national love of liberty, there is reason to fear that many and potent influences will be used to urge the substitution of State control in its place after the War. I have dwelt upon this question because, of all the possible effects of the War upon our future social organisation, it is by far the most important.

Next in importance is perhaps the question of the industrial future. The strain thrown upon the productive capacity of mankind to replace the losses caused by the War will be tremendous, and we shall need all the ability and energy of our capitalists, employers, and wage-earners to maintain our industrial position.

The capability of our men is second to none, and if only co-operation between capital, administration, and labour can be secured, success is certain. Can this co-operation be hoped for? We know only too well how strained the relations between employers and wage-earners were before the War, and how imminent (notably in 1911) was the danger of a disastrous conflict. How are these relations likely to be affected?

It is encouraging to know that vigorous efforts are being made by eminent representatives of employers and of wage-earners acting in co-operation to bring about more cordial relations, but it would be unwise to ignore the immense difficulties they have to encounter.

On the whole the nation has good reason to be proud of the way in which its manual workers have responded to the call of their country, both as soldiers and as workmen, but it is also evident that there is a large number of wage-earners who either fail to understand the position, or who refuse to give national necessities precedence over their own supposed interests. It is depressing to learn that from January to November in 1916 (a most critical period) 496 strikes were recorded, involving 245,122 persons and a loss of 2,400,800

working days, and that that record of strikes, although a little better than that for 1915, is far above the average for several years before 1911. Since then many more strikes have taken place. Only the other day the supply of munitions of vital importance to our Army was seriously impeded by a great strike at Barrow, and, in spite of the most earnest appeals, we read in *The Times* of March 29 that the terms of settlement proposed by the Minister of Labour were rejected, and that by a vote of 2,838 to 218 the strikers had refused to return to work. The Government, realising that the situation was critical, resolved to take stringent measures. This display of firmness was happily successful, and by April 3 the strike was at an end, but much invaluable time had been lost.

It is useless to attempt to apportion the blame for this terrible waste of labour at such a time, but it is impossible to ignore the fact that there are a large number of men, by no means confined to the wage-earning class, who at this great crisis of our fortunes have sought what they considered to be their own immediate interest in place of their country's good.

With regard to the wage-earners, it must be remembered that great numbers of the men, who have given the best proof of patriotism by voluntary enlistment, are absent on service, and it is justifiable to anticipate that when they return, having learnt the value of discipline and of co-operation, their influence will have a beneficial effect upon the attitude of labour.

One great difficulty that hinders the settlement of disputes is the alarming tendency recently shown by trade unionists to ignore the authority of the leaders they themselves have chosen, and to repudiate agreements made on their behalf by their representatives. Thus, in the Barrow strike, the men persevered in their refusal to work or even to negotiate in spite of the urgent advice and requests of their leaders. It is obvious that whilst this spirit prevails negotiation must be futile. Here, again, we may hope that when our soldiers return to civil life their influence may do much to remove this difficulty.

I think it may be said that on the whole the effect of the War upon our industrial life is likely to prove beneficial. It has certainly done good service by arousing public attention to the vital importance of the relations between capital and

labour, and by inspiring men of good will on both sides to make vigorous efforts to improve these relations. The War has also been of much use by directing attention to many weak points in our trading system. For instance, it has shown the inadequacy of our Consular Service as an aid to the maintenance and development of our foreign trade, and in this and many other directions it has opened our eyes to the great scope there is for Government action in assisting industrial development without interference with private enterprise.

But, whatever may be done by Government in this way, the character of our industrial future will be determined by the relations between capital, employers, and wage-earners. If these great forces can agree to work in cordial co-operation and mutual understanding success is certain, but if such relations are not established industry will be crippled, and we shall be hopelessly handicapped in the industrial competition which will follow on the conclusion of military operations.

The number of schemes for dealing with the industrial question and with general reconstruction after the War is bewildering, and for those who wish for a guide through the labyrinth I would call attention to a very useful little pamphlet by Mr. F. S. Warburg, which supplies an excellently selected list of these schemes, with a notice of their purport.

In human societies class distinctions are inevitable, but this fact is no valid reason for class antagonism. The War has done much to sweep away the trivialities and to emphasise the realities of life. In future, therefore, men and women are more likely to be judged by their character—by what they really are—than by the accidents of position or wealth. Such a change in the standard of value must surely tend to remove the barriers between classes and to modify class antagonism. The mingling of classes in the Army, the endurance in common of hardships and dangers, has created what is called the 'brotherhood of the trench,' and has done much to bring about this wholesome change. Essentially it means that in forming an opinion of each other people will, we may hope, be guided by a real instead of a fictitious standard of value; and since whatever may be the form of social organisation, equality of means or position can never be attained any more

than equality of ability or physical power, the more fully this new standard is applied the less will be the mischievous effect of class distinctions.

Our system of national education has for long been felt to be unsatisfactory, but (at any rate before the War) no adequate steps have been taken to place it upon a new and sounder basis. We were constantly told that we ought to copy the German system, and the thoroughness of their preparation for the War is adduced as a proof of the wonderful organising capacity produced by the German method of education.

No doubt, so far as the teaching of subjects, especially in science, is concerned, the German system is worthy of admiration; but, when we are urged to imitate it, it is well to remember that to secure proficiency in the pursuit of science and trade is *not* the highest object of education, and that from the moral point of view German education has proved itself to be not only deficient but lamentably subversive.

As Mr. Burroughs has said of German training, 'In effect, God, with all that the word stands for, has been abolished; but the "State" has been adroitly slipped into His place,'¹ and (as Europe has now learnt to its cost) the real object of German education has been to create a docile instrument for giving practical effect to the vast ambitions of the Kaiser and the military class. To secure this end the educational system has been used with ruthless pertinacity. From their earliest years German children are taught to consider the State as the supreme director of their lives and their consciences, to regard the Kaiser as the Vice-Regent of the Deity and as the impersonation of the authority of the State, whose commands must be received with unquestioning obedience, and in whose wisdom implicit confidence is to be placed. Under this system all individuality and initiative have been suppressed, and a nation of docile and highly skilled slaves has been reared and made use of with terrible effect. Had it not been for this suppression of the individual conscience it is impossible to believe that any human beings would have consented to perpetrate the awful atrocities on land and sea which the

¹ *The Valley of Decision*, by E. A. Burroughs.

German soldier and sailor have committed in obedience to order.

It will, no doubt, be said that we may quite well imitate the good and reject the evil of the German system of education, but to do so with safety is only possible so long as 'liberty' continues to be the foundation of our social system.

The unavoidable weakness of State control of education is its want of elasticity, and the consequent impossibility of adapting the teaching given to the infinitely various capacity of the children. Its tendency, therefore, is to suppress individuality; but State education must be accepted, and so long as the control is confined to the school age, and adults are free to order their own lives, the levelling tendency of State education will not be permanently injurious, but where (as is the case in Germany, and as would be here under a bureaucratic *régime*) the control extends over the whole life of citizens the effect on the character of the people must be disastrous.

As I have said, we are told to admire the organising capacity shown by the Germans and attributed to the result of their educational system, but surely recent events have conclusively shown that in this respect their system is in no way superior to ours.

No severer test of organising capacity can be imagined than that imposed on this country at a moment's notice. From a military point of view no nation could have been less well prepared to undergo such a test than the British when war was declared. Before 1914 we were living in a fool's paradise, dreaming of perpetual peace, and, in spite of all warnings, attributing to other nations, especially to Germany, the pacific intentions by which we knew ourselves to be actuated.

From these dreams we were suddenly aroused to find ourselves at war with the most powerful military nation in the world, who in years of peace, with unlimited time at their disposal, had been preparing for this conflict, whilst we, with the exception of our splendid Navy and an Army insignificant in number, but superexcellent in quality, were totally unprepared. And yet, in an almost miraculously short time, and in the midst of the stress and confusion created by this sudden

call upon our resources, we raised, trained, and organised a huge army, with all its necessary equipment and innumerable requirements, and have performed this marvel of organisation with an efficiency which the history of the War has shown to be even greater than that of our opponents.

I doubt whether the wonder of this triumph of rapid organisation under immense difficulties is even yet fully appreciated either by our own people or by our nearest Allies. It is only the other day that the well-known French author, M. J. H. Rosny, writing in the *Journal*, said :—

‘ We are beginning to understand how gigantic is the effort accomplished since French’s little Army came and ranged itself beside us at Charleroi and on the Marne. Let us never forget that in 1914 England had literally no military power; that she possessed, save for the Navy, no establishment comparable with the Creusot works, still less with Essen; and that she was without officers, non-commissioned officers, and soldiers. Everything had to be created; a world had to rise from nothing. Once again British energy has conquered circumstances; it has raised 5,000,000 men and constructed 1,000 workshops.’

Is it possible to imagine more conclusive testimony to the character of a nation than is given by such a performance? Our system of education may be defective, but when we set about improving it it will be well to remember that the men whose initiative, energy, and capacity have made this feat possible have been reared under its auspices, and to recognise that it is under a constitution based on ‘liberty’ that these invaluable qualities have been developed.

The subject on which I have been speaking is vast, and I have only been able to touch in an inadequate and cursory way upon a few amongst the many and difficult problems for which a solution will have to be found after the War. I have dwelt chiefly upon that which is the most important of all—namely, the future basis of our social organisation, and the danger which menaces the liberty which hitherto has been its foundation, but although I am fully persuaded of the reality of this danger and of the imperative need for guarding against it, I refuse to believe that Englishmen will ever consent to surrender their freedom. I am no pessimist in regard to the future; on the contrary, I have every hope that the oppor-

tunity for reform given by the War will be so used that this country may realise the vision which Milton saw and described in his wonderful tract on Liberty.

After commenting upon the admirable effect of liberty upon the spirit of the people when the Commonwealth is in danger, he says :

‘ Next it is a lively and cheerful presage of our happy success and victory. For as in a body, when the blood is fresh, the spirits pure and vigorous, not only to vital but to rational faculties, and those in the acutest and the pertest operations of wit and subtlety, it argues in what good plight and constitution the body is—so when the cheerfulness of the people is so sprightly up as that it has not only wherewith to guard well its own freedom and safety, but to spare, and to bestow upon the solidest and sublimest points of controversie and new invention—it betok’ns us as not degenerated, nor drooping to a fatal decay, but casting off the old and wrincl’d skin of corruption to outlive these pangs and wax young again, entering the glorious waies of Truth and prosperous vertue—destin’d to become great and honourable in these latter ages. Methinks I see in my mind a noble and puissant Nation rousing herself like a strong man after sleep, and shaking her invincible locks. Methinks I see her as an Eagle muing her mighty youth, and kindling her undazl’d eyes at the full midday beam ; purging and unscaling her long abused sight at the fountain itself of heav’nly radiance ; while the whole noise of timorous and flocking birds, with those also that love the twilight, flutter about, amaz’d at what she means, and in their envious gabble would prognosticate a year of sects and schisms.’

I am afraid we hear too much of the prognostications of ‘timorous and flocking birds,’ but I am confident that their predictions will be falsified.

ARTHUR CLAY.

Stanhope Street—A Survey.

November 1915.

STANHOPE STREET, Euston Road, is one of three long streets, the others being Albany Street and Osnaburgh Street, running north from Euston Road between Regent’s Park and Hampstead Road. It is a little over half a mile long, and contains 184 inhabited houses, including about twenty small shops, five public-houses, and one beer shop, besides a number of ware-

houses and factories, one large Council School, with accommodation for 1,267 children, a Wesleyan Chapel, now only regularly used for Sunday School purposes, and the Stanhope Institute for working people. In the 184 houses are 469 children under fourteen, and the total population will probably be between 1,500 and 2,000.

Stanhope Street is, I suppose, a mean street. It certainly lays no claim to beauty. It is, or rather was, an all but uninterrupted double line of plain brick houses of four floors, each of two rooms, with the basement below the street level. It is an interesting street. Perhaps all places where men and women work and live are interesting, but Stanhope Street is in the throes of a two-fold revolution. Its southern end is being invaded from Tottenham Court Road, and its houses turned into factories and workshops, mostly connected with the furniture trade. At the same time the status of its population is changing. Its artisan workers are moving farther out. The new tenants are much more of the casual, or at least unskilled, labouring class. The houses twenty or thirty years ago were mostly each occupied by one family who let two or more rooms to lodgers; now the landlord is seldom resident, and the house is divided into one-room or two-room tenements. Only a few of the houses have water laid on upstairs, or more than one w.c. They are therefore very unsuited for several families. Nevertheless, rents are high—the houses let at about £45 a year, and the usual price for two unfurnished rooms is 7s. 6d. to 8s. 6d. a week.

There were originally good-sized gardens at the backs of the houses, and some of these are still well kept, but the gardens are being steadily invaded by workshops or storesheds. The street, or at least the southern half of it, was laid out almost exactly 100 years ago, about the time that its near, and then fashionable, neighbour Fitzroy Square was being finished, and that the famous gardens of the Adam and Eve Inn, having ceased to be respectable, were closed, and Eden Street built on them. Eden Street ran from the Hampstead Road to Stanhope Street, but is now turned into two blind yards each filled with workshops, though the Stanhope Street end, called Cornelius Place, still contains some of the original

cottages. The whole estate was let for ninety-nine years by the then Lord Southampton on building leases, but unfortunately most of the leases have been extended for various terms, so that there is no hope of those large rebuilding and replanning schemes which have of recent years so greatly improved other central areas. Its original name was Mary Street, and some of the roads which cut through it at right angles—William Street, Robert Street, Edward Street—still bear similar Christian names.

The street starts from Euston Road almost opposite Warren Street Tube Station. It is paved nearly all its length with granite cobbles, a kind of pavement now nearly obsolete; and, as there is a good deal of traffic, it must be called a noisy street. There is a by-law in St. Pancras forbidding on Sunday the shouting of street hawkers, but it is doubtful if the public opinion of Stanhope Street is in sympathy with the law, which at all events is not enforced. At the Euston Road end the carriage way is only seventeen feet across, but it widens a good deal further on. At first there are dark heavy factories on either side. Then comes a shop or two, and we reach Seaton Street—our market street—to be seen at its busiest on Sunday mornings up to eleven o'clock, when the police clear the stalls away from the roadway, while belated purchasers still crowd the footways and buy from the shops till one o'clock and later. Seaton Street crosses Stanhope Street, but on the left side is only a *cul de sac*. The four corners tell the character of the inhabitants of the south end of Stanhope Street. At one stands the Goat public-house, at another a fried-fish shop, the third is a rag and bone shop, and the fourth is a boarded-up vacant site where stood a beerhouse which has been bought up and closed under the Licensing Act. Behind this vacant corner we see the great block of the Stanhope Street County School, and in front of it the district office of the School Attendance Committee. The school is not quite full, and there is another close by in Netley Street, but a big new school is being built not far off in George Street, to serve Somers Town, the great need being, I am told, for accommodation for the large number of children under school age, between three and five that is, whose mothers cannot, or

will not, keep them at home. We note several 'general' shops, a pawnbroker's, a wardrobe shop, a shop where coal may be bought in pennyworths, a curious arch or tunnel which does duty as an old furniture shop, another public-house, some private dwellings, on the left a former mews now wholly given to workshops, and on the right another arch, with a footway only, leading to Stanhope Buildings. This block and Williams' Mews, farther up on the same side, are a disgrace to the parish, and both should be condemned. Stanhope Buildings is a *cul de sac* with no possibility of proper ventilation or inspection, and no room for its children to play in. It is only too well known to the police. Yet in Mr. Charles Booth's great map it misses the black line which marks the poor and vicious character of Seaton Street and Williams' Mews, and rejoices in a light red colouring. Even twenty years ago this was a mistake. It is true that Williams' Mews is perhaps even worse, seeing that the buildings there are tumbling down, and in my mind unfit for habitation.

On the other hand, Wybert Street, a passage of a similar kind on the west side of Stanhope Street, is improving. Part of it has given room for the St. Pancras Electric Lighting Station, whose lofty chimney, by the way, spoils the view over London from Regent's Park. Another part was a stable, but is now a timber yard, and the middle is redeemed by two little cottages adorned with the best window gardens in this part of St. Pancras.

Walking on, we pass the Stanhope Institute, two or three more public-houses, and the partly disused Wesleyan Chapel, and we notice that the character of the houses improves in the Northern section. At last we reach the North-Western Railway, which a few years since cut off a whole slice of our street to widen its track. Here Stanhope Street passes into Park Village East, which in turn leads to the 'York and Albany,' Park Street, Camden Town.

The occupation of the people is largely based on the nearness of the big West-End shops—the furniture trade in Tottenham Court Road, the dressmakers in Oxford and Regent Streets. From these establishments it is possible to go home to Stanhope Street to dinner and back within the hour, a very

important matter where several members of the family are at work, and the chief reason why many workers in this district do not move farther out. The rougher girls in Stanhope Street mostly work in local factories, the better-class girls work in West-End workshops. There are very few of the shop-assistant class.

The street would be greatly improved if all its public-houses were closed. It is difficult to supervise licensed premises in back streets, especially when they are not corner premises. There is an ample supply of such places quite near in the main thoroughfares, and these larger houses are better conducted and more easily controlled.

Stanhope Street has a splendid playground, Regent's Park, five minutes away. It has no places of amusement, if we except the Institute with its Saturday Popular Concerts, etc., but it is only too near the manifold attractions of High Street (Camden Town) and Tottenham Court Road. It forms part of five parishes, but I do not think it supplies a large part of any of the parish church congregations. It has a good many little shops, but does its marketing in Seaton Street and the Hampstead Road. It is near the foreign settlement on the west of Tottenham Court Road, but its people are mostly English. It is not known to possess any disorderly houses, in the technical sense, but I fear it does house a good many disorderly people.

Its houses are many of them overcrowded, and I believe that in spite of by-laws not a few of its deep-sunk basements are slept in. A recent Police-court case revealed that in an adjoining, and in some respects rather better-class, road, Robert Street, two rooms were inhabited by three families, consisting of three women, fourteen children, and a dog! The income of these families was stated as £200 a year. Nevertheless, in this uninviting district there are many people of high character, not a few worthy citizens and parents bringing up families respectably, some among whom it has been an honour to count my friends.

C. H. DENYER.

Food Control.¹

MR. PRINGLE has asked me to make an abstract of the reports which have been received from our District Committees on the question of the present Food Control campaign.

This abstract is of necessity rather long by reason of the many activities of our District Officers, but I will endeavour to present it to you in as brief a time as possible. Communications have been received which represent reports from 26 of the 29 London cities and boroughs, and from West Ham. No reports have been received from the City of London, from Fulham, nor from Bethnal Green, whilst those from Wandsworth and Lewisham do not cover the whole of the areas.

These show conclusively that a very great deal of machinery for purposes of propaganda is already set up, is either actively at work now, or will be set in motion immediately. The recommendation of the Central War Savings Committee to make use of the municipal area is therefore practically adopted.

Local Committees for the furtherance of propaganda are reported to have been formed in 22 of the districts, whilst others are apparently in formation. In the majority of cases these Committees have been formed of or by the War Savings Committees, or are Sub-Committees of these bodies. Municipal control is generally noticeable, though there appear to have been friendly municipal or labour tussles in one or two instances.

I cannot definitely say on how many of these our Society has secured representation. It is certainly represented in fourteen instances. Where the War Savings Committees have taken up the work I should think it is in every case represented, and I suspect, therefore, that on the whole persons with our particular bias will have opportunity for tendering their skilled knowledge.

Propaganda of one sort or another has been undertaken already, and sometimes energetically, in almost all districts—distribution of leaflets, manifestoes by the Mayors, lectures, cookery demonstrations, meetings large and small, also Food

¹ A report made to the Council of the Charity Organisation Society, May 14, 1917.

Economy Exhibitions. The most difficult question on which to obtain a united opinion is clearly that of Communal Kitchens. They are called by different names—some people seem to be shy of the name Communal; they are called Demonstration Kitchens, Supply Kitchens, Municipal Kitchens, Food Departments, or simply Kitchens. The detailed reports which I will present may, I hope, enable you to form an opinion.

In presenting these detailed reports I have discarded our District Committee Areas in favour of the Municipal, and I have divided the matter supplied first under specified headings, and then under the particular boroughs.

MUNICIPAL CONCURRENCE OR INITIATIVE.

In the City we know that the Lord Mayor has held a meeting of Borough Mayors and others, and has a Committee for general propaganda. The Committee have discussed the question of supplying food from barrows, have rejected it, and have advised some form of Food Supply Shops. I do not know whether it has taken action as far as the City is concerned. Then comes the City of Westminster. Here the Mayor started the campaign. The same may be said of Battersea, Camberwell, Chelsea, Deptford, Hackney, Islington, Hammersmith, Paddington, Poplar, Shoreditch, Southwark, whilst in Stepney the Borough Council was not desirous of undertaking the work.

COMPOSITION OF COMMITTEES.

In the following districts the Food Control Committees are either the War Savings Committees or Sub-Committees formed by these Committees: Westminster, Battersea (ladies only), Chelsea, Deptford, Finsbury, Greenwich, Paddington (women only), Poplar, St. Pancras, Shoreditch, Stoke Newington, St. Marylebone, Kensington (women's committee), and Woolwich; whilst in Camberwell and Southwark the Committees were formed by the Council. In Hackney the Committee is composed half of the Municipal and half of the War Savings element. The Southwark Committee has been strengthened by War Savings workers; we are on it. It

should be noted in regard to Poplar that the Council took alarm, and claimed and obtained further representation thereon.

PROPAGANDA PURE AND SIMPLE.

I have adopted this title for the initial stages of the work and for the advertisement thereof. Generally I think the Committees have been distributing the publications of the Food Controller and of the Central War Savings Committee. Chelsea is being covered with posters, has, or will have, a special leaflet, and we are told a letter from the Mayor may be printed and circulated. Deptford has reproduced a portion of one of Lord Devonport's speeches, and is taking steps to secure the sale of a handbook of the National Food Economy League. Greenwich has leaflets of its own. In part of Lewisham pledge cards have been distributed. There has been a wide distribution of leaflets in Paddington, and the Mayor is publishing a letter, whilst the leaflet 'Mr. Slice of Bread' is exhibited on picture palace screens. Poplar has a Publicity Committee. Southwark has printed 50,000 copies of a special circular.

Poplar will distribute leaflets by the aid of Boy Scouts. Then I come to

SPECIAL TYPES OF MEETINGS.

Westminster will hold meetings of domestic servants. So will Hackney. Battersea has had a meeting of representative women, and is contemplating the presentation of an 'Allegorical Play.' In Deptford there is to be a meeting of soldiers' wives. Finsbury has held two evening conferences, at one of which the proceedings were rather noisy, and its promoters advised to 'go to Park Lane.' That does not seem very original. Hackney will have a public meeting in the Town Hall, to be followed by a concert (Bread and Beethoven!). Paddington has held 'a large and crowded meeting,' whilst small meetings of women have been addressed.

Islington and Kensington have had large public meetings also.

CHURCH PROPAGANDA (including Nonconformist).

Something in this field is being done in practically all localities. I select some of the items only. In Battersea the

Rural Dean will address his Chapter. The Free Church Council is to be approached. Valuable personal campaigning is being undertaken. One incumbent in Dulwich displayed 2 oz. of bread in the church porch two Sundays ago. It was found necessary to place a guard of Boy Scouts over the precious sample. Greenwich, which seems to have been early in the field, is securing the help of clergy and ministers to recruit workers. Parish Halls have been used for meetings in Hackney. Literature is being distributed by the clergy and ministers. The Vicar of St. Andrew's (Brixton, Lambeth) is hard at work.

SCHOOL PROPAGANDA.

Here I include not only work among the children, but also any efforts made by the Education Authorities. Battersea tells us that the L.C.C. organiser has undertaken to promote meetings of parents at the schools. This action is typical of many districts. Bermondsey has recommended the L.C.C. to feed the children at the schools. This is considered an economical measure, especially in regard to families where the mothers are at work. Camberwell proposes talks to the mothers at the schools. Deptford indicates that the schools are doing all that can be expected of them. Finsbury thinks that children should be discouraged from bringing '11 o'clock lunch' to school. The teachers believe it leads to waste. In Poplar, in co-operation with the L.C.C., 'open days' for parents have been arranged at four centres (I am not quite clear what an 'open day' is). Stepney is also organising 'open days.' It may be of interest to note that in Southwark, during the Easter holidays, there were 156 children on the feeding list from 20 out of the 39 schools of the borough.

Woolwich is holding meetings of parents. St. Marylebone is using the schools especially to encourage the avoidance of waste, and the dropping of the 11 o'clock lunch. In Kennington the head teachers have been enlisted.

WAR (OR FOOD) ECONOMY EXHIBITIONS.

I am not sure if I have received reports of all of these. We know that Kensington held one in 1916. One has been

held in Lambeth, another in Dulwich. Bermondsey proposes to organise another; so does Southwark. A National Welfare and Economy Exhibition has just closed in Hammersmith. It was well attended, but it is submitted that the need of saving wheaten flour was not sufficiently emphasised. We next come to

COOKERY DEMONSTRATIONS.

Practically every district is engaged in this work, and all organisations are brought to bear on it. Westminster is typical. A Demonstration Kitchen was started and soon developed into a Supply Kitchen. Cookery classes have been started by the National School for Cookery and the Westminster Health Society. Then the Battersea Polytechnic is holding demonstrations; so are the South London Polytechnic, St. Thomas's Hospital, and the Goldsmiths' College at Deptford. A meeting of food teachers has been held in Bermondsey. The United Girls' Settlement in Camberwell is giving demonstrations, likewise Cambridge House. The old and royal township of Greenwich has a well-arranged series of demonstrations. Stoke Newington hopes to hold daily demonstrations. Hammersmith is giving demonstrations. Paddington sends a bill setting forth a series of six demonstrations. Their titles are: 'The Voluntary Rations,' 'Substitutes for Wheat Flour,' 'Saving Contrivances,' 'Fish and Vegetable Cookery,' 'Portable Dinners,' and, possibly to test the cook, 'Dishes for Demonstration' *to be chosen by the audience*. At Poplar they are negotiating with the L.C.C. for demonstrations by the Council's instructresses, with the 'Travelling Kitchen.' This 'Travelling Kitchen' is referred to by several correspondents. Perhaps those who have made use of it will recount their experiences. Is it a van? Southwark will hold demonstrations 'to suit various classes of the population.' Stepney is benefiting by L.C.C. demonstrations in St. George-in-the-East.

St. Marylebone, I hear this morning, is opening a demonstration centre, and the L.C.C. Travelling Kitchen is to demonstrate for the next six weeks. Kensington, too, is holding demonstrations. The same may be said of Lambeth, where all seems to be capitally organised. The demonstra-

tion which results in prepared food leads naturally to its distribution. So next we turn to

KITCHENS.

Call them what you like, they generally produce food which man can assimilate.

To begin with, the Salvation Army has taken the field, and a 'battle royal' may be waged.

Deptford says that the Salvation Army Kitchen already makes a convenient canteen for well-paid employés of the Food Depôt. I do not notice that either Hackney or Stoke Newington, the home of the Salvation Army, has one yet, but Southwark has one; Bermondsey possesses two.

In regard to other kitchens and the question generally, Westminster, though it has one, has not quite made up its mind on the question of its utility. Battersea is 'greatly in doubt.' Bermondsey may, as a borough, start 'as an experiment.' Camberwell is to open on the advice of its Committee, who have visited Stepney. Deptford does not at present 'see the necessity.' Finsbury recommends one 'on self-supporting lines.' Holborn, I see by the press, has started a kitchen with a paid staff and honorary superintendent. Cooked portions of food are to be sold at 1*d.* and 6*d.*; purchasers must take these away in their own basins. Christ Church, East Greenwich, has opened a kitchen 'on its own,' and the borough is ready to start. The Hammersmith authorities hope soon to have a large central kitchen with several distributing centres. They are already doing a brisk trade at one, where 2,000 dinners have been distributed daily. Paddington 'has wide-spread doubts.' Poplar's Kitchen Committee have opened a 'Communal Kitchen'; Lady Rhondda was present at the start. It 'appears to meet a clear demand'; it was 'sold out the first day by 10 o'clock'; it 'justifies further experiment,' are the remarks made. St. Pancras at present fears that the establishment of a Communal Kitchen might 'lead to an increased consumption of food.' Shoreditch has become an example to other districts. So has Stepney. In Shoreditch it is a 'shop'; the food is sold after the demonstrations.

We are not told the prices nor expenses, but it is under the control of Salisbury House. The Stepney kitchens seem to be worked by the East End Wesleyan Mission; at least they are on their premises. Princess Christian opened two of them; Lady Askwith has also patronised them. Their economic position is not stated. The Southwark people, or at least some of them, seem to think it 'bad form' to use the Salvation Army kitchen, where 'portions' are sold at 1*d.* to 3*d.*, and the suggestion of Mrs. Pember Reeves to start one at Surrey Row has not been adopted.

Lambeth reports that it is in touch with the Communal Kitchen Association (we should like to hear more of that). Islington does not favour the Communal Kitchen. Kensington hopes to avoid the necessity of a Municipal Kitchen.

It would seem, therefore, that the Communal Kitchen question is still to be settled.

The consideration of the Kitchen brings or should bring us face to face with

TRADE RELATIONS.

I wish I could assure you that this subject had been more in evidence in the reports.

The man who sells the 'door-step,' the 'whale,' and 'the mug of thick,' and even he who runs an 'à la mode' beef shop should be won over rather than estranged.

Still, we have some information; and, for example, when we read a report that the district (as in Paddington) has 'wide-spread doubts' as to the establishment of a Kitchen. I feel almost sure the Committee has considered the traders.

Let me take some instances. Southwark reports that a deputation from restaurant and eating-house keepers has been received. The deputation submitted that a Communal Kitchen would ruin them, and as a result conferences of traders in both cooked and uncooked food are to be held. Battersea is going to have a conference of retail traders. Chelsea has interviewed the bakers. The food traders of Deptford are to meet in the Town Hall, called together by the Committee. St. Marylebone is also to receive a deputation from a local conference of caterers. At Stoke Newington the Mayor has as yet been unable to interest local tradesmen.

Canon King, at Lewisham, is canvassing the bakers. Shore-ditch is drawing up a list of local cookshops and eating-houses. (It should be noted that such a list is for the consideration of the Ministry of Food, only to be used should necessity arise.)

GENERAL MATTERS.

As regards general matters, the avoidance of waste is referred to by several. We have noticed the abolition of 11 o'clock lunch. The Municipal dust-cart will be employed in Holborn to collect wool, cotton, and paper waste on a given day. Lambeth (Vauxhall) reports the difficulty of obtaining sugar. Poplar speaks of the irregularity of supplies and high prices of substitutes; queues have been formed at times to obtain bread; it is said that there is discontent, and that the voluntary ration is not being observed; whilst Stoke Newington thinks that 'wolf' is being cried in the interest of profiteers. In one borough, which shall be nameless, and which is in touch with the Press, it was announced by that means that ten tons of potatoes were to be distributed, with the result that the clergy were aroused from their slumbers at an early hour by eager applicants from many neighbourhoods.

I ask you now to travel with me across the River Lea to

WEST HAM.

A Special Committee has been formed. The Education Committee will open thirteen centres for cookery. Teachers' services are to be free. Demonstrations will be given to mothers. Teachers will hold special classes on War-time Economy. The children are greatly interested. There will be a door-to-door distribution of leaflets by Boy Scouts. The clergy and ministers are giving addresses. Picture palaces will introduce films between the acts. Two Communal Kitchens will be opened by the Health Committee, and the food will be sold at a price to 'cover cost.'

Mr. Theodore Chambers, of the War Savings Food Control, was good enough to see me to-day on behalf of the Ministry of Food.

He hopes that our Society will lend its aid (we know that it is already doing so) in this campaign. He has gathered

a high opinion of its workers' capabilities. He urges that we should in all cases work through and with the local committees of the War Savings Committee, or the Municipality itself. Though the Borough Councils have not in all cases taken up the work by formal resolution, the Mayors have practically all given their support to the movement.

As to the question of more definite instructions from headquarters, Mr. Chambers asks us to keep in mind the fact that no one can and no one will be able to give these generally. What is good for Exeter may not suit Newcastle or London, and the future is not disclosed to us. We are asked generally to follow the King's Proclamation and to avoid waste. Those who are not in touch with local associations should consult Mr. May, 1-2 Bucklersbury, the central organiser for the Metropolitan Area.

Then Mr. Chambers hopes that we will do all that is within our power to create local unity, and to discourage any form of disagreement. It is not the best plan to go about putting the blame on another person. These are not Mr. Chambers's exact words, but my interpretation of his strong and patriotic desire. His department does not support the idea of the Communal Kitchen (at least at present). He fears that, if not founded on a very sure basis, such institutions may degenerate into 'charitable soup kitchens,' and that they may lead to a greater rather than a diminished consumption of food. The lists of cookshops are asked for in case official distribution should be resorted to.

And, finally, he hopes that we will sign, and induce others to sign, what I may call the 'Proclamation Pledge,' and don the purple ribbon. Here is a sample of both. These Pledge Forms and supplies of ribbon will be in the hands of all local associations to-morrow, and Mr. Chambers believes that very wide use will be made of them; those who do not adopt the method may become the exceptions, and he attaches very great importance to it.

D. R. SHARPE.

Memoranda on Official Papers.

BOARD OF EDUCATION. REGULATIONS FOR EVENING PLAY CENTRES. For the year ending July 31, 1917. (Cd. 8453. Dated January 19, 1917. Price 1*d.*)

MEMORANDUM (Circular 980) ACCOMPANYING THE REGULATIONS FOR EVENING PLAY CENTRES FOR PUBLIC ELEMENTARY SCHOOL CHILDREN. (Dated January 1917.)

These Regulations constitute a new and important step forward with regard to the social and physical life of school children outside school hours. The Board will now make grants in aid of evening and Saturday afternoon Play Centres which provide 'for the recreation and physical welfare, under adequate supervision, of children attending Public Elementary Schools.' The accompanying Memorandum describes the purpose and object of these new Regulations, suggesting the possible scope of the Centres. 'The Board trust that authorities will lose no time in getting into touch with any voluntary organisations concerned with the welfare of school children in their area, with a view to considering what additional division is desirable and practical. It is to be hoped that a number of authorities will themselves establish and conduct Playing Centres, but others may prefer, in the first instance, to recognise for the purposes of the Act of 1907 the work carried on by voluntary associations, many of which no doubt would be able and willing to extend the scope of their work if suitable premises and financial assistance were available for the purpose.'

FINAL REPORT OF THE DEPARTMENTAL COMMITTEE ON JUVENILE EDUCATION IN RELATION TO EMPLOYMENT AFTER THE WAR. Volume I. (Cd. 8512. Issued March 1916. Price 6*d.*)

The issue of this Report, known as the Lewis Report, has long been looked forward to. It has become important for any voluntary workers engaged in the work among young people to relate his or her action to the public authorities, and the Board of Education are fully alive to the value of this co-operation. The Report surveys the general situation, and the conditions of juvenile employment, apprenticeship, blind-alley employment, and the effects of the War. It then considers the various proposals which have been made from time

to time, and the particular circumstances of rural conditions. Its main recommendations are (a) a uniform school-leaving age of fourteen (without exceptions), and (b) a continuance of not less than eight hours a week at day continuation classes between the ages of fourteen and eighteen. In the words of the Report, 'One is the strengthening of the existing system of compulsory full-time attendance at Elementary Schools; the other, bridging over the period of adolescence by a new compulsory system of attendance at continuation classes.' These proposals are then discussed. Special paragraphs deal with the curriculum from fourteen to sixteen, the curriculum from sixteen to eighteen, in which the importance of linking the work up with that of the W.E.A. is alluded to; physical training; provision for evening hours (of particular importance to voluntary workers), the attitude of parents and employers; experiments in 'time off' and adaptation of industries; buildings and teachers; the Employment of Children Act, together with the question of its local administration, abnormally employed children, the anticipated dislocation of juvenile employment, and juvenile employment bureaux.

Special memoranda given at the end of the Report deal with the curricula of day continuation classes, and the effects of the Committee's proposals on rural districts.

SECOND ANNUAL REPORT OF THE BOARD OF CONTROL FOR THE
YEAR 1915. Part I. (25. Dated February 15, 1917.
Price 6d.)

The persistent increase in the number of insane persons has been a serious cause of anxiety to those interested in human society. Last year it was pleasant to record a slowing down in the rate of increase, but this year there is an actual decrease of 3,278 upon the previous year's figures. The Report adds: 'It is noteworthy that this is the first occasion since reliable statistics have been available (*i.e.* 1859) on which there has been a decrease in the numbers under care as compared with those of the year preceding.' The total number under care on January 1, 1916, was 137,188. The Report pursues its usual course, dealing with the classification of the insane and the number of private and public patients. The mortality rate and cause of deaths, and a short survey of

the alterations and improvements in the various institutions, then follows.

With regard to mental deficiency, the Report draws attention to the effect of the War in retarding the operations of the Mental Deficiency Act. The inability to provide proper institutions is seriously affecting the administration of the Act, and is very prejudicial to the well-being of these unfortunate sufferers. The Report alludes to the value and development of the various local associations, nineteen of which have now been organised, and of these fifteen are in receipt of grants from the Board. The usual survey of institutions follows. The Report draws attention to the extreme complexity of the arrangements by which the Poor-Law Authority may transfer patients from their jurisdiction to that of the local authority. The following figures show the number of applications made by guardians for cases to be taken over, and the number of those actually accepted by the local statutory authorities :—

Year		Applications	Acceptances
1914	81	25
1915	293	74
1916	109	8

With regard to mentally defective women, the Report adds :—‘ At a risk of repetition we must again call attention to the large number of imbecile or feeble-minded young women of child-bearing age, unmarried, with numerous illegitimate children, whom we come across residing temporarily in the workhouses, and whose in-and-out existence there constitutes a very serious danger to the community. The history of many of these young women is pitiable in the extreme.’ The Report gives further details. The final paragraphs of the Report describe the year’s work in scientific research into mental disease and mental defect.

Books Received.

- London Public Health Administration.* By W. McC. Wanklyn, B.A. Cantab. Pp. 59. Longmans, Green & Co.
Brotherhood Social Service Guide to Workers. Pp. 82. Price 2d.
 3 New Street, Birmingham.
Socialism and the Moral Law. By Dr. Arthur Shadwell. Pp. 6. Price 1d.

- Annual Report of the Local Government Board for Ireland.*
Pp. lix, 5. Price 5½d.
- Twelfth Report of the Royal Patriotic Fund Corporation.* Pp. 6.
Price 6d.
- The Homeworker and Her Outlook.* By V. de Vesselitsky.
Pp. xi, 118. Price 2s. G. Bell & Sons.
- Herbert Spencer.* By Hugh Elliot. Pp. 330. Price 6s.
Constable & Co.
- Report on Child Mortality.* [Cd. 8496.] Pp. 116. Price 1s.
His Majesty's Stationery Office.
- Your Part in Poverty.* By George Lansbury. Pp. 126.
Price 1s. The Herald Office, 21 Tudor Street.
- Report on the Physical Welfare of Mothers and Children.* The
Carnegie United Kingdom Trust. 2 vols. Pp. 434, 190.
- Social Diagnosis.* By Mary E. Richmond. Pp. 511. Price \$2.00.
New York: Russell Sage Foundation.

Correspondence.

WHAT'S IN A NAME?

To the Editor of the CHARITY ORGANISATION REVIEW.

DEAR MADAM,—So many fixed ideas are being shaken to-day and so many landmarks moved that it does not need great courage to challenge again the name of our Society.

I care little for its unpopularity; there is plenty of natural cussedness in the C.O.S. that glories in the unpopular. On the other hand, if the name is a bad one, misrepresents and hinders us (as I maintain), any tender associations we ourselves may feel must be set aside.

My argument is that, if at any time the name was apt, it is now quite inadequate and misleading. Perhaps it was a mistake on the part of our pious founders to try to define their work in a name; fond parents have been known to call a boy Ernest, hoping that he would live up to it, and he has had to live it down. Perhaps it is always a mistake to try to give anything a moral character by a birth-name: as it is impossible to foresee its development, it is better not to prophesy. I suggest that this particular prophecy was not happy.

Charity is a good word—beautiful indeed—and the thing itself is better still. But it has lost its true meaning, beyond hope of redemption, and it is idle to pretend that the title of the C.O.S. has done anything to redeem it. The word, as used, does not mean voluntary service in general, as it should, but one minor form of it; our name, in fact, associates us quite definitely with relief, and with relief alone. There is the best historic reason for this: it is as a relief society that the C.O.S. has got its good name and high authority; it is by their case work that local committees have won the right to speak with authority in public life. Charity

organisation may be a rough description of our relief work; as applied to the public service of many kinds given by the Society—as a real factor in local life and politics, our proper work—it is a caricature. It does us an injustice, and it needs too much explaining. The old world perhaps understood it; the new world that is forming does not, and never will. Labour is the force that now matters most. If the C.O.S. does not in the next few years cease to be a purely middle-class society it will be dead and damned. As it is, labour can make nothing of a society with a title that needs such a deal of explaining.

'Organisation' is not a much happier word. The C.O.S. stands for care, order, and co-operation in social work, against chance, chaos, and competition, and therefore for training. Does 'organisation' express this, or anything like it?

But instead of hackneyed criticism of these two much-abused words I would prefer to return to my main point—that, taken in the best possible sense, these words are now a quite unworthy name for our Society, which has found its proper place as a public servant.

What else can it be called? And can it be called by any other name without seeming to make a renunciation? In my view it has nothing at all (unless it be a little mannerism) to renounce; and for this reason all vague substitutes, like social welfare (even if not already appropriated), should be rejected at once. A name is wanted that keeps the Society to its traditions. Why not give up the attempt to describe it, and call it, for example, the Denison Society? The name would connect us with no living man or great family; it makes no social claim; it asserts our continuity and holds us to the same anchorage; and it has a good enough sound.

Of course the old name would stick. There was a man once who, converted and re-named, was still called Simon Peter to his dying day. We should probably use it ourselves, and even keep it as a sub-title. But the public effect and the effect on ourselves would be great; there would be not a public apology, but a public profession of a higher purpose and a wider outlook. The reasons for discarding an outworn name would be publicly given, not in any pretentious manner, but as a simple statement of fact—that charity organisation is no longer an adequate description of the service the Society tries to render to the State.

Yours truly,

ANON.

Notes on Social Work Abroad.

GERMANY.—Auxiliary National Service; Labour Unrest;
Food Shortage; Public Relief.

THE prospectus of the sixth war loan gives the public the choice of lending at 5 per cent. redeemable at par at a date subsequent to October 1, 1924, or at $4\frac{1}{2}$ per cent. redeemable at 110. It

is issued by the Reichsbank. Including 700,000 lads too young to join the army, about 3,750,000 males are estimated to be available for the auxiliary national service. Exempted, however, are those engaged in State or municipal work, the national insurance, the healing art, on railways and tramways, in agriculture or mining, seamen and dockyard and munition hands. The male population of Germany aged between forty-five and sixty at the 1910 census was 3,871,000, so that, after allowing for those exempted on the grounds of occupation or ill-health, the net haul will probably not make a very large addition to Germany's present industrial effective. Early in the year the Chancellor received an assurance from representatives of employees and work-people totalling, it is said, four million persons, that 'it is our holiest duty in reinforced masses to pledge our powers in the fight for the existence of our land.' Have British trade unionists, as a body, ever said as much? Still, the labour unrest, as evidenced by strikes, was greater last year than in 1915. In the earlier year the highest number of men on strike at any one time was 11,639, but in 1916 it was 124,123, and in the course of the year 420,818 were on strike in 436 concerns. In 1915 only 47,010 men and 178 concerns were directly involved. The *Soziale Praxis* considers these official figures as not altogether reliable, and points out that no account is taken of the duration of the strikes. This organ discusses the Chancellor's great speech of March 14 forecasting reforms at considerable length, with copious *verbatim* quotations. It points, writes Professor E. Francke, to the levelling up of the working classes to full political equality with the rest of the nation, and it will be an unthinkable disaster if victory—of the Germans, of course—fails to bring about this levelling up, which shall make for co-operation of all classes in public life. Dr. Helferich is reported to have stated that the nation's health was remarkably good considering the present exceptional circumstances. Substitution in the case of scarce products had made great progress. Copper could be superseded by aluminium, and cotton and jute by paper thread. There was no lack of nitrogen and saltpetre for military purposes.

On the other hand, the agitation against the cost of living intensifies. The Prussian Minister of Agriculture is held largely responsible for the high prices of necessities. Organised groups of employees have addressed the Chancellor on the subject, warning him that, if things are allowed to pursue their present course, the consequences might be 'unabsehbar' (incalculable). The Bundesrat has subsequently issued a scale of (wholesale) prices for certain articles for the current year. Potatoes are to be 5s. higher, and wheat and rye £14 a ton higher, but pigs and horned cattle are to be 20 and 15 per cent. cheaper respectively. It is, however, pointed out that a uniform price for corn does not ensure a uniform price for bread, which varies in different towns between

14 and 40 pfennigs per pound, or $1\frac{3}{4}d.$ and $5d.$, two pfennigs not quite equalling one farthing.

No small stir is being made in educational, trade union, and even in some commercial circles against certain apparently private and irresponsible efforts to disseminate instruction in arts and crafts. Hostile criticism, however, is couched in terms so vague as to give no indication to outsiders of the quarter from which the movement has sprung nor of the objects towards which it is directed. The fact that trade unionists are up in arms against it suggests that employers may be attempting to gain a short cut to dilution of labour by getting up classes to train unskilled workmen, or women, in the shortest possible time to take over jobs which skilled mechanics and artisans have hitherto looked on as reserved exclusively for themselves. Or, again, there is the possibility that, under the mask of the most purely technical teaching, political ideals of a tinge distasteful to the ruling caste may be diffused, as in the Socialist Sunday schools of a few years ago. But, for any light on this point, the report appearing in the *Soziale Praxis* of a meeting summoned by the Gesellschaft für Soziale Reform to stimulate Government interference with the movement may be scrutinised in vain. Professor E. Francke presided, and plenty of mud seems to have been thrown at the 'unlauteren und unzulänglichen Fachschulen' (sordid or self-seeking and inadequate departmental schools), but of the nature either of the schools themselves or of the charges brought against them we are left in complete ignorance. A little daylight is, however, let in on some of the grievances of the 'angestellten,' that vast body of middle-class employees which embraces shop assistants and clerks of every description, railway officials, and the highly skilled technical staffs in factories, through a conference of their representatives to discuss their position as affected by that 'Vaterländisches Hülfsdienstgesetz' to which our own national service scheme has been a reply. It is asked whether persons who hold their positions by a long term of service—often elderly men—are expected to throw up their prospects on the chance of a comparatively brief spell of employment in the national auxiliary service. Complaint is made of underpayment received from firms engaged upon Government work. In fixing these rates only the Chambers of Commerce are consulted, the employees are not given a hearing. A secret black list circulating among employers is hinted at. Some safeguard against abuse of the regulation that persons engaged in works directly concerned with land defence or maritime warfare, who change their occupation, are to be forthwith drafted into the army is also demanded.

Proceedings of Council.

AN ordinary meeting of Council took place at Denison House on Monday, May 14, 1917, at 4.30 p.m., Sir Lancelot Hare, K.C.S.I., in the chair.

There were present:—

BATTERSEA:—Miss Darby, Miss Leather, Miss Cork.
 BETHNAL GREEN:—Miss Bruce, W. A. Bailward.
 CAMBERWELL:—Miss Bannerman.
 CHELSEA:—Miss Curteis, A. B. Williamson.
 CLAPHAM:—Miss M. H. Pollock, Miss Arch.
 DULWICH:—Dudley D. Pontifex.
 FINSBURY:—Miss Lonsdale.
 FULHAM:—Miss Sterndale Bennett.
 HACKNEY AND STOKE NEWINGTON:—Mrs. Weber, Miss Smyth.
 HAMMERSMITH:—Miss Bryan.
 HAMPSTEAD:—H. F. Pooley, Miss F. K. Urwick, T. Hancock Nunn.
 ISLINGTON:—Miss Levy.
 KENSINGTON:—Miss Stewart Anstruther.
 LAMBETH:—Dr. Elcum, Miss H. M. Hill, Miss Lockett.
 LEWISHAM:—Miss Goody.
 NEWINGTON:—Miss Ashe, Miss Oldfield.
 NORWOOD:—Miss Rice Bytne.
 PADDINGTON:—J. H. Goodden, Mrs. Merston, Miss A. M. Humphry, F. S. Warburg.
 ST. GEORGE'S, HANOVER SQUARE:—Miss E. H. Lubbock, W. A. Bailward.
 ST. JAMES' AND SOHO:—Miss Lawrance, Miss Alder.

ST. MARYLEBONE:—F. Morris.
 NORTH ST. PANCAS:—Miss Stewart, Miss Goodchild.
 SOUTH ST. PANCAS:—Mrs. Wilde, W. H. Hulbert.
 SHOREDITCH:—Miss Plews, Lady Cynthia Colville, Miss Vaughan.
 ST. SAVIOUR'S:—Miss Townsend.
 STEPNEY AND MILE END:—Lady Jones.
 SIDENHAM:—Miss Mason.
 VAUXHALL:—Miss Ker.
 WANDSWORTH:—T. Hennell.
 WHITECHAPEL:—Miss Bourdillon, J. Parsons.
 TREASURER:—G. T. Pilcher.
 ADDITIONAL MEMBERS:—Sir W. Chance, Bart., Mrs. Milne, Rev. E. S. Shuttleworth, Miss Oakeley.
 INVALID CHILDREN'S AID ASSOCIATION:—Mrs. Munro.
 TOTAL:—59.
 SECRETARY:—Rev. J. C. Pringle.
 VISITORS:—Miss Richardson, R. Milnes, Miss Erlebach, Miss Lemmon, Miss Nixon, Miss Bartlett, Miss Bates, S. Jones, F. R. Shields, Miss Kennaway, Miss Harvey Hall, Miss Hussey, Miss Carey, A. de H. Hall, Miss Morris, Miss Ramsay, Miss Clarke, Miss Hatton, Miss Fisher, Miss Bates, E. A. H. Jay, Miss Miller, E. H. Cox.

THE LATE MR. ERNEST AVES.

Mr. E. C. Price referred to the valuable social work done by the late Mr. Ernest Aves, Chairman Hampstead C.O.C., whom he had known for a great many years. Lady Jones and Mr. Parsons followed. A vote of condolence was put from the chair and carried.

RESEARCH WORK.

Mr. Bailward thanked District Committees for their very valuable criticisms, and then made a statement in reply to them. The scheme as amended had been circulated to all members. Unfortunately the final section, on tuberculosis, had been omitted through an error of the typist. Part III. thus completed was, he said, the work of Miss Kelly. He believed this piece of work was bound to grow, and opened a vista of work for the Society. He moved the adoption of the scheme. Miss Lawrance seconded.

Mr. F. Morris suggested concentration upon projected new legislation, especially housing and child care.

Mr. Warburg raised questions of method. Should the investigator collect the case papers, or should District Committees be asked to send in *résumés*?

Miss Pollock asked for a uniform cipher and sample book for record.

Mrs. Curteis supported concentration as suggested by Mr. F. Morris.

Mrs. Wilde thought a uniform method of keeping record not necessarily good. If ciphers were adopted they must be uniform. Mr. F. Morris agreed with this.

The 'starring' of subjects was left to the Administrative Committee.

The scheme was adopted *nem. con.*

Mr. Pontifex suggested an Analysis Committee to be formed at headquarters.

Mr. F. Morris thought that would have to be worked out later.

A covering letter to District Committees was read and approved.

Mr. Warburg suggested a research correspondent in each district, as there was already a thrift correspondent.

DISTRICT SECRETARY.

Miss P. M. Hatton's appointment as District Secretary, moved by Miss Lawrance, seconded by Miss Lonsdale, carried *nem. con.*

REGISTRAR.

Miss Olive Kennedy; appointment by Paddington as their registrar, approval moved by Miss Lawrance, seconded by Miss Humphry; carried *nem. con.*

MR. D. R. SHARPE.

Mr. F. Morris reported the intention of Mr. D. R. Sharpe to resign his position with the Council on September 30 and the great regret with which the Administrative Committee received the news. Mr. Sharpe had worked for a quarter of a century for the Society, and he felt how sad it was to lose so veteran an officer. He hoped Mr. Sharpe would not cease to interest himself in the work.

Mr. Bailward followed, emphasising Mr. Sharpe's splendid work as Secretary of the Thrift Committee. He thought the Society had never had a more loyal or energetic Secretary.

Mr. Parsons fully endorsed the views expressed concerning the value of Mr. Sharpe's work.

The Council unanimously resolved to convey to Mr. Sharpe an expression of their sense of the great value of his work.

Mr. Sharpe replied. When he first joined he had found the Society one which wanted to get at the bedrock of social problems, and he still found it the same. He referred more especially to the kindness he had received from Sir Edward Brabrook in the thrift work.

He said he left the work of the Society as a paid official with great regret. He had appreciated the kindness and courtesy extended to him in the Society throughout his service, and his years of work for it had been the happiest of his working life.

ATTENDANCES AT COMMITTEES AT THE CENTRAL OFFICE.

A return was submitted showing the attendances of members of Administrative Committee and Sub-Committees during the past session.

REPRESENTATIVES OF DISTRICT COMMITTEES.

The election by District Committees of the Representatives upon Council for the current year was reported.

FOOD ECONOMY CAMPAIGN.

After Mr. Sharpe had read a detailed and humorous statement of what was being done all over London, several questions were asked, among others by Lady Chance.

Miss Locket said a Mrs. Earle came down to Lambeth, said she represented the Association of Communal Kitchens and was in touch with Mr. May at 1/2 Bucklersbury.

Mr. Jay said the kitchen in Westminster Bridge Road was promoted by the Ministry of Food direct.

Mrs. Mylne disapproved of subsidised communal kitchens.

Mr. F. Morris said Mrs. Earle was trying to promote numerous kitchens in St. Marylebone.

Miss Lawrance said she had heard Mrs. Pember Reeves, claiming to speak for the Ministry of Food, advocating kitchens seemingly subsidised, and Mr. Kindersley, speaking for the same department, said the opposite.

Mr. Jay recognised the importance of setting up competition with the traders. He believed, however, that people in East London were really finding great practical difficulty in obtaining suitable food. They bought a lot of bread because they could not get anything else. He said nearly all the teachers in East London were stopping children from bringing lunches.

Lady Chance hoped the C.O.S. would do its best to get the right teachers and right people to carry on the propaganda. What she found among the people who were conducting the campaign was that very unsuitable people were on the committees. She wanted to see the C.O.S. take a larger share. Some people felt that the mere fact of knowledge was enough to get one ostracised from any connection with the Government campaign. Domestic economy teachers were often highly unsuitable people. She cited one who failed altogether to distribute a making of porridge she had made 'because she did not like porridge herself'; and another in Devonshire, where at a centre cakes were being made with three or four eggs.

Mr. Nunn said he was endeavouring through conferences of traders to prevent the opening of a municipal kitchen in Hampstead. It was urgent to make an inventory of the cooking capacity of the borough.

MR. E. A. H. JAY.

Mr. F. Morris announced that Mr. Jay was leaving the service of the Society—temporarily he hoped—for an assistant secretaryship in the Ministry of Food, which he had been asked to take up at short notice.

SUPPLEMENT

TO THE

Charity Organisation Review.

JUNE 1917.

The Library.

Those who are engaged in the study of social work are finding more every day that the lives of the people are conditioned by intricate Acts of Parliament and the visits of inspectors. It is now a necessity for them to be able to obtain the use or possession of reports, books, and pamphlets, official and unofficial, informing them what these Acts are, who these inspectors are, how they are working, and what their own attitude or co-operation should be. If you are among the number of such students, you are probably feeling more and more the need of someone to whom you can write a postcard, or telephone, stating your query, and who will lend you or order for you exactly the book or paper you require. The Librarian of the C.O.S. at Denison House, 296 Vauxhall Bridge Road (telephone Victoria 871), is prepared to render you this service. Very often the paper or report you want only costs a few pence, yet it means for you an afternoon wasted on a journey to a publisher—a journey not unfrequently without result, since those firms do not keep on the premises expert advisers on such matters, and can only supply purchasers who know the number, date, and title of the document they require. The Librarian at the C.O.S. will order the proper publication to be posted to you, with a note of your indebtedness. When a book in the Library is likely to help you he will inform you of the same, and, should you be unable to consult it here, would post it to you on loan for a definite period, charging you only with the cost of postage.

N.B.—The Society would be very grateful for any useful books which readers may care to present to the Library. It is doubtless well known that no charge is made for the use of the Library, and there is no fund available for the purchase of books.

Library of the Council.

The following publications have been received for the Library during the past month:—

Société des Crèches, Paris, Bulletin. January-April, 1917.

The American Economic Review. March 1917.

Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. February 1, 15, 1917.

Queensland Industrial Gazette. March 1917.

Volkswohl. Dresden. March 22, 29; April 5, 12, 19, 26, 1917.

Soziale Praxis und Archiv für Volkswohlfahrt. Berlin. April 12, 19, 26;
May 3, 1917.

Journal of the Royal Statistical Society. March 1917.

Board of Trade Labour Gazette. May 1917.

La Revue Philanthropique. Paris. May 1917.

Copartnership Journal. June 1917.

Notice.

In-patient Letters of Admission to the Royal Sea-Bathing Hospital, Margate, and for the Metropolitan Convalescent Institutions at Bexhill and Walton, will be very acceptable at the Central Office of the C.O.S., Denison House, Vauxhall Bridge Road, S.W.

HOSPITAL LETTERS have been received from : St. James's Committee; St. George's, Hanover Square, Committee; Mrs. Cordes; Edward Bond, Esq.; Dryden Donkin, Esq.; Lord Glenconner; Mrs. Wilton Phipps; General Gordon Gilmour; Miss Fenwick; Miss M. Erskine Jackson.

THE CHARITY ORGANISATION REVIEW



1917

Edited by Mrs. BERNARD BOSANQUET.

JUNE

Vol. XLI. New Series. No 246.

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are therefore urgently needed to carry on this useful work.

THE WAR

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<i>Wounded and Invalided Home</i> ...	199	„ <i>Russian Cross of St.</i>	
<i>Prisoners (one escaped)</i> ...	23	„ <i>George</i> ...	3
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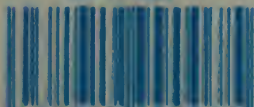
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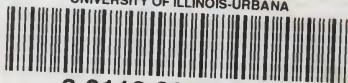
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